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AUTHOR Pearce, Douglas
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ABSTRACT

Intended for use by educators and administrators working in textbook-connected projects, this report reviews the problems encountered in textbook production and distribution in developing nations and indicates some solutions that have been found for many of those problems. The first major section of the report focuses on the role of governments in planning for the provision of textbooks and discusses such areas as assessing needs, economic considerations, language policies, and the role of national book development councils. The second major section examines manuscript preparation and explores questions of market research and identification of needs, the role of textbook boards and educational research institutes, adaptations and translations, difficulties in finding authors and translators, and testing and evaluation of materials. The third section covers managerial problems of both public and private textbook publishers. Other topics covered include training for publishing personnel; the nature of editorial, design, and illustration work; and procedures for the orderly manufacture and distribution of books. The fourth and fifth sections deal with problems encountered in controlling paper costs and in printing, while the final section examines the process of bookselling. (FL)

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Studies on Books and Reading No. 7

TEXTBOOK PRODUCTION IN DEVELOPING COUNTRIES—

SOME PROBLEMS OF PREPARATION, PRODUCTION AND DISTRIBUTION

by Douglas Pearce

ED233321

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DOUGLAS PEARCE

SOME PROBLEMS OF PREPARATION, PRODUCTION AND DISTRIBUTION

U N E S C O
1982

PREFACE

This document is one of a series prepared as background material for the World Congress on Books to be held in London, United Kingdom, from 7 to 11 June 1982. It deals with the various stages of textbook publishing, which is the mainstay of the book industry in most less developed countries. The difficulties that both government and private-sector textbook publishing organizations have to face and some methods of overcoming them are discussed.

The author, Douglas Pearce, is a Unesco expert and has wide experience in university publishing and book development work in less developed countries. He is responsible for the choice and the presentation of the facts contained in this document, and for the opinions expressed therein, which are not necessarily those of Unesco and do not commit the Organization.

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This gives a general discussion of the readership intended, and of the scope and organization of the study, including its sources and conventions of presentation.

This paper summarizes some of the more important problems encountered in textbook preparation and distribution in less developed countries (LDCs). It also shows solutions that have been found to many of these problems.

The paper is directed at educationists and administrators working in projects connnected with textbooks. (The term 'textbooks' as used here includes other printed materials which would normally be produced by educational publishers.)

The supply of suitable textbooks is improving in most LDCs, and the not so distant days of the past when it was possible to find schools with only a few, often unsuitable, textbooks, or even with none at all, are disappearing.

The importance of the role of the textbook as the least expensive and most effective way of improving academic standards is now almost universally accepted. Forecasts that textbooks would be replaced to a large extent by educational radio or television programmes, tape-recorders, and learning machines, etc., have not proved to be correct, especially in the LDCs. In fact, although these valuable electronic aids to education have played a much more prominent role in the last twenty years or so, it seems likely that they have stimulated further the demand for textbooks rather than replacing them.

Three World Bank staff have recently noted:

> From the evidence so far, the availability of books appears to be the most consistent factor in predicting academic achievement. It is positive in 15 out of 18 statistics (83 per cent). This is, for example, more favourable than the 13 out of 24 (54 per cent) recently reported for teacher training.1

It appears that not only have almost all LDCs accepted the importance of the role of the textbook in education, but that also many of them have taken energetic steps to improve the quality and quantity of textbooks. Numerous new publishing organizations have come into existence to meet these needs. Struggling against considerable difficulties, many of these have done well, but few have achieved the standards of excellence that their founders would like to see in the quality of the texts, illustration, production, or quantity of titles, or the ability to get them into the hands of students. Many of these organizations have proved, often through no fault of those who run them, inadequate to meet the needs. Almost all, whatever their degree of success, have met very considerable problems.

It is probable that the major causes of failure, or only partial success, in these textbook publishing organizations have been: the underestimation of the complexity and size of the task involved; a lack of the right type of publishing advice in planning the operations; and inadequate resources in management. It is also probable that finance has seldom been the real problem: where funds were short plans should have been made for programmes that could have been carried out with the money available. Manpower has always been a

1. Heyneman, S.P., Farrell, J.P., Sepulveda-Stuardo, A., Textbooks and Achievement: What We Know. World Bank Staff Working Paper No. 298.

much more important problems than money in these organizations, and much planning has failed to take full account of the considerable expertise required in publishing operations.

The term 'textbook publishing organizations' (TPOs) is used throughout this paper. It covers government-controlled or sponsored TPOs (which may be part of government ministries, or statutory bodies, or corporations, or government controlled commercially operated companies, etc.) and private sector TPOs in LDCs. A good deal has been written about government-sponsored TPOs, and they appear to have more problems than those of the private sector, so they receive greater coverage in this paper, but since many of the problems of government-sponsored and private sector TPOs are identical, it is possible in some fields to describe them jointly. Where problems refer only, or mainly, to government TPOs on the one hand, or private sector TPOs on the other hand this has been noted.

This paper does not set out to teach anything about publishing. However, it is necessary initially to define what a textbook publisher does, or is supposed to do, as one of the major causes of problems in TPOs is the lack of proper publishing infrastructure and trained staff, or plans to train. People often confuse the functions of the printer with those of the publisher. It is easy to understand the physical processes which constitute printing, but it is much more difficult for many people to understand the functions of the publisher, who might be described as the architect of the book, because he often makes all the plans for it and sees that they are carried out. He is also an entrepreneur because he provides the capital to finance the book and takes the financial risks in publishing it. Thus the publisher is responsible for research, planning, financing, editing, illustrating, designing, obtaining quotations for printing, supervising many aspects of production, stocking, advertising, and selling the finished book.

Although this paper deals with the problems of textbooks and other items which are usually produced by educational publishers, it has had to cover certain matters in somewhat broader scope: it is not possible, for instance, to consider textbooks alone when dealing with bookselling, of which textbooks form only a part; problems of illustrating, designing, producing specifications, printing paper are common to all books, not just to textbooks.

It appears that government TPOs have not always been planned as a component of a programme to produce all the books needed for lifelong education, or as a well-defined and integrated part of the book publishing industry as a whole. Often enormous resources have been poured into school textbooks schemes by governments in LDCs but insufficient thought has been given to how school leavers would maintain their literacy, how libraries would be established, what the effect of the textbook programme would be on private sector publishers, and what the role of the bookshops is in the community.

It seems that work being done in government TPOs is helping to create new literacy but not enough is being done to meet the needs of the newly literate. It is beyond the scope of this paper to consider the wider implications of these matters, but chapter II does point to some of the problems of research, planning, and policies.

This paper has been based on information gathered on a worldwide basis. A few of the problems it describes are of a purely local nature but the majority are found to some degree or other in most LDCs. Of course the stage of development of a country, educational and cultural factors, the size of the school population, and communications, are among the important matters which make major differences between the achievements in providing textbooks in LDCs, but these factors mainly effect the degree of the problems.

Much of the information in this paper has been obtained from material supplied by Unesco. Although few in number, the most revealing documents concerning textbook problems have been reports from Unesco experts working in the field. Other organizations have also contributed confidential reports and other papers that cannot be quoted or cited. There appears to be a dearth of material published for general distribution on textbook problems. The writer has made fairly extensive use of his own experience of thirty years of publishing for and in LDCs.

The emphases here are on: the leading role of government in planning (II.1); the requirements of properly informed planning (II.2); the points of close focus in planning--on finance (II.3); on the decentralization/centralization decision as applied to plans here (II.12); on the role of (public and private) monopolies (II.13); on the public sector/private decision (II.13); on which scarce resources are critical (II.6); on the make ourselves/buy from abroad decisions in manufacture (II.8); on the price/physical quality trade-off in manufacture (II.9) and on the role of National Book Development Councils (II.15). Some discussion also occurs of problems involved where more than one language is in use within the same country (II.7 and II.16).

1. General

Many of the problems that have occurred in TPOs in LDCs have apparently been related to insufficient research into what the real needs were and what resources were available to meet them. As already mentioned, lack of adequate planning has been a major contributor to the problems that have arisen later.

Government policies in certain matters (e.g. the language of instruction in schools; copyright; taxes and duty on imports of paper, printing materials, printing equipment, and books; export controls; internal trade; bank loans; operations within the country of foreign publishers and printers are vitally important to the planning and operations of TPOs. In some cases these policy matters have not been taken fully into account in the planning and operation of TPOs, and where there were pressing needs for changes to be made to assist the success of textbook publishing the needed changes have often not been made, or sometimes apparently even considered by governments.

This chapter is directed to some of the basic problems that have been met in the planning stage of the provision of textbooks. Some of the subjects it covers are dealt with again in subsequent chapters covering the operations of TPOs.

2. Assessing needs

It has been evident in almost all LDCs that there was a need to do something to improve the supply of textbooks. But in some cases there has not been enough thought given to whether the existing publishing organizations could be strengthened and expanded to meet the needs or whether new government TPOs should be started.

Few full-scale surveys have been made into what the long-term needs for textbooks and all other educational materials would be and what various methods of meeting them might be adopted. Much planning has been on a piecemeal basis without proper consideration being given to the various options that have been available to overcome the difficulties, or to the long-term overall problems involved.

An immediate need has often been seen for books in a particular subject or subjects at a certain level and as the required books were either not being produced, or not being produced satisfactorily, by the private sector at that time a decision has been made for government to make its own publishing arrangements, or to start its own TPO to meet the need. There has frequently been no thorough and close examination of why the needed books are not being produced and what the real problems of the existing organizations are. Sometimes private sector textbook publishing organizations have not even been consulted about their problems before governments have started their own TPOs.

It is very difficult for publishing to flourish in LDCs without considerable government support. Many of the books published are sold either to libraries or to students or schools. What is needed, and what has so seldom been available, in LDCs is an overall book development plan and policy as part of a national development plan. The roles of government and the private sector need to be defined so that everyone will know where he stands. Schemes to produce textbooks through government TPOs should not be conceived on a piecemeal basis but as part of a plan to provide all of the books needed through lifelong education. Government agencies cannot produce all of the books required and if they are to publish at all they should define what they plan to do and what they intend to leave to the private sector to do. The private sector should be encouraged and assisted to play the largest role possible.

3. Finance and economic factors

TPOs involve substantial and long-term investment. It may take around six years to write a school textbook course and have it published and distributed. It is almost pointless to think of any TPO in terms of less than ten years of activity, as a large amount of research and planning is required before it can become fully operational and staff have first to be recruited, and often also trained. Some TPOs, particularly in government, have been established with the expectation that they will produce results quickly and those who have founded them have become impatient at the length of time it has taken to publish the first books, because they have not understood that publishing is a very slow and exacting process. Often there has not been finance over a sufficiently long period to assure that the organizations gets soundly on its feet.

Some TPOs have had to work within government annual budgeting systems. It is almost impossible for a TPO to operate purely along these financial methods. It must have some funds which are not subject to being lost because they are not spent in the year in which they are provided. However well planning is done, it is not always possible to predict exactly when a manuscript will be finalized, and exactly how long it will be, or exactly how many copies will be needed when it is printed, or how many illustrations it will contain. There has to be some room for flexibility in the use of funds and some provision for unexpected factors. Many TPOs have run into considerable difficulties as a result of the rigidity of government financial systems. It is extremely advantageous in any publishing organization to be able to employ people on a fee-paid basis to carry out certain specific tasks such as providing illustrations, or reading and commenting on a manuscript. But in some government systems it is not possible to use funds in this way and staff either have to be employed full time (and greatly underworked) or the organizations have to do without these services at all. Full consideration is needed to creating special funds to meet these requirements.

Where TPOs are part of a government department and sell books, it has sometimes proved possible for the revenue from sales to be paid into a revolving fund which is used to meet publishing expenditures. This fund is supplemented occasionally by government until such time as revenue from sales equals expenditure--although this usually takes a good many years to achieve. But the best aim has proved to be for a completely separate existence for a government TPO and for it to be established as a statutory body, or limited liability company, or some other form of institutionalized existence, as many of its activities are very different from those of a government department and it needs an administrative structure and a financial system which will enable it to function fully effectively. It also needs to employ specialized staff and train them and retain them with a salary structure competitive with the private sector and with full career prospects.

Textbook programmes in government have not always been guided by purely educational requirements: government economic and industrial policies have also shaped their operations and have often demonstrated the need for inter-ministerial co-ordination and co-operation. In some countries, for instance, labour-intensive operations have been preferred to maintain maximum employment: book binding has been mainly manual (although it is sometimes done this way merely because it is cheaper) and this has produced lower standards of workmanship than machine binding and has affected the durability and life of books. Because of government policy to develop certain sections of the community, small printing firms (which have small printing machines) have sometimes been preferred, and this has meant that large machines which could produce the work more economically and quicker could not be used. Printing has sometimes been done locally and not overseas because of government policy, and costs have sometimes proved higher and standards of workmanship lower in consequence.

Until full use is made of modern webfed offset printing presses (which are frequently already available in LDCs to print newspapers and are often not fully employed doing so), capable of printing in several colours on both sides of the paper in one operation and delivering folded and bound books, it is unlikely that the vast needs of LDCs for cheap and attractive paperback textbooks and other books will ever be satisfactorily met.

A few LDCs have been able to develop large export markets by printing books for foreign publishers. Some publishers in developed countries (DCs) in fact print all, or most, of their books in LDCs because they find that costs are lower, standards of work are high and delivery dates are kept.

Government restrictions in LDCs, taxes and duties on paper and equipment and printing materials, have in some countries hampered the development of the book printing industry and made it impossible for it to compete for overseas orders.

Decisions in respect of financial and economic matters are usually made at a political level. There has sometimes been a conflict of interests between the textbook consuming public and the overall economic interests of countries. There is a need for more appeals for special consideration for textbooks as being articles which are different from other commodities. Expert advice on these matters has not always been available to the decision-makers.

4. Purchasing policies

Many governments make purchases under the tender system in which requirements are advertised and tenders are made in confidence, the lowest bidder usually being asked to supply. This is not a suitable way of buying books, especially where a small number of copies of various titles is required. The costs and delays involved in producing for potential bidders numerous copies of the lists of books needed are substantial. For the bidder the cost of tendering is high because it involves him in a lot of work. Thus the lowest price quoted is sometimes higher than the bookshop's price to the public. Moreover, it is not unusual for bidders to need no qualifications, and bids come from agents who do not have bookshop premises or carry any stock of books, and are able in consequence sometimes to quote lower prices than recognized booksellers. Order placed with these agents do nothing to assist the vital need of countries to develop retail bookselling. Moreover, because the ordering of books is a highly skilled business (and particularly so when the books are ordered from abroad as well as within the country), many of those who win tenders find that they are unable to supply all (or sometimes even a small part) of the books required.

In recognition of the fact that the tender system does not result in obtaining books more cheaply, is slow and inefficient, and does not assist the development of the book trade, it has been abolished in some countries. Orders are placed instead with recognized and reputable booksellers (who are known to be able to provide good service) at prices which are fixed by government in relation to the published prices of the books. This system has been proved to work much better than the tender system.

Apart from the tender system, government purchasing of textbooks and other educational materials is often cumbersome and inefficient and is highly unsuited to the running of publishing organizations. Thus government TPOs set up to run along the lines of government departments and not granted any special dispensations in purchasing equipment and supplies have often met considerable problems.

But given the right type of organization it is possible for government agencies to operate well. In Malawi, for instance, there is an efficient parastatal book-purchasing organization which functions effectively. It purchases in bulk at low prices and obtains supplies quickly.

5. Supply of books to students and subsidies, etc.

In planning TPOs vital questions have to be answered about the supply of books to students: should students be expected to buy books, and if so at what price?; if books are to be supplied free of charge, should there be one for every pupil, or one for every two (as in the Philippines) or more?; should the books remain in the care of the school or the student?; should the student be allowed to take them home? Wear and tear has often proved very great where students carry books backwards and forwards to school every day, and there certainly seems no reason why books for a whole year's work should be carried around all the time. Balancing educational needs against available funds has always proved to be a difficult task, and in some instances the wrong answers have meant that the schemes could not be expanded, or in some cases continued, because the provisions of books had been too generous in the first instance. (Certain aspects of these matters are dealt with in this chapter under Life of books.)

The true costs of providing books free of charge to students have seldom been known as there are so many hidden subsidies when books have been produced through many of the government TPOs that financial comparison with providing them in other ways has been difficult. Many countries have expressed strong feelings that students should be provided with books without charge, or at least those whose parents cannot afford them should receive them free.

Where books have been sold, price has always been a very important factor and nearly always there have been some parents who could not afford to pay. Book prices have therefore acted as an inhibiting factor in school attendance. Where subsidies, or schemes to resell books or in other ways reduce prices, have been available this has helped low-income parents and assisted in improving school attendance. Subsidies have been applied in various ways. Probably the most effective way has been when the subsidy has been used to meet part of the production costs, as these are usually multiplied by between three and five to arrive at the retail price, thus a subsidy applied to them may affect the retail price to a similar degree.

In some countries schemes to provide books free of charge to students, or at subsidized prices, have been abandoned because of economic difficulties or changes in government.

6. Shortages of resources

Many LDCs have lacked the necessary resources to prepare, produce and distribute the textbooks they need, and plans to set up TPOs to meet the needs have not taken enough account of these matters.

Experienced textbook writers have not been available, or staff or managers for publishing organizations. In some cases book-printing facilities have not been available in sufficient quality or quantity and printing outside the country has been forbidden. Frequently the facilities to distribute the books when produced have also been lacking.

Plans have been needed to identify, and in some cases help to train writers and encourage and assist them; to locate, recruit and retain publishing staff, and provide training schemes for them. Careful thought has been needed as to how the books will be manufactured, distributed and stored.

Prizes, awards, fellowships and other incentives have been used to assist in encouraging writers, and some TPOs have made generous payments to them in the form of royalties. It has sometimes proved easier to adapt existing textbooks than to write new courses, especially initially.

Foreign expertise has often played an important role in staffing publishing organizations and in training local staff. Those TPOs which have put strong emphasis on providing the right staff have demonstrated the importance of this matter in achieving high standards.

Foreign exchange has sometimes been short in some LDCs for the purchase of printing equipment, paper, and other printing supplies and spare parts. Decisions have often been made which do not take full account of these shortages and government TPOs have been committed to the local production of their books when the facilities were just not available, as local printers were not equipped for, or experienced in, book printing. On the other hand, there has sometimes been an underestimation of the capabilities of the local industry (for instance, the capability of a highly developed and well-equipped newspaper printing industry to use its spare printing capacity to produce books) to meet the need, or to adapt itself and expand to meet new and much larger needs, and new printing organizations have been established unnecessarily.

There are few cases where government printing organizations have provided the right answers to book printing needs. Although some government printing organizations produce work of a high standard they are not always as cost effective as commercial organizations, and are seldom called upon to show how cost effective they are (see also chapter VI Manufacture).

Resources in storage space and in the commercial distribution of books have seldom been adequate, or adequately provided for, in new textbook provision schemes.

7. Language policies

Many LDCs have been faced with developing national and regional languages and switching from the use in education of the language of their former colonial rulers to a language of their own. This local language has often not been a developed language and new terminologies have had to be created in the various subject areas. In many countries there has been strong resistance to change in the language of education, and also many pressures to introduce new languages. These matters have created considerable problems for TPOs.

The use of a local language often restricts the number of copies of a book that can be produced and thus increases the unit cost and the published

price. Where several editions of a book have to be produced in different regional languages, the costs become higher per copy than they would for one edition to meet the total needs. In some cases new orthographies and also the need for special typefaces have caused very considerable problems for printers and publishers.

In some countries language may be a barrier to learning. Where regional languages are used a teacher may come from one region, the students from many regions, and the book may be in a language which is foreign to them all.

Modern scientific books often become out of date before they appear in print. Particularly at the tertiary level of education, the LDCs are largely dependent on translating books published in the DCs to meet their needs. Translating, editing and printing take a very long time even in the best organized TPOs and the difficulty of producing up-to-date books is enormous.

Thus, when deciding on the language to be used in textbooks the full and proper consideration of the difficulties that would be encountered has proved very important.

It is not always understood that considerable resources in skilled staff are required to carry out the translation of textbooks. Translators have to be found, and often also given further training, and the publisher's editor needs to have complete mastery of the language of the books he is working on. Sometimes everything has been left to unskilled translators and their work has been neither checked nor edited.

Because of the restricted market for books in regional languages commercial publishers have often preferred to publish in languages which will find a wider market, and authors have also preferred to write in these languages, thus government policies have been frustrated to some extent in some countries.

There has often been inadequate provision of resources of both manpower and funds to assure that language policies can be implemented through government TPOs.

8. Local and overseas manufacture

While all countries would probably prefer to have all their school textbooks manufactured locally this has not always been possible, and has sometimes proved more expensive than having them produced abroad and imported. Careful consideration of the problems involved has been needed in planning textbook schemes and starting government TPOs. Problems which should have been, but have not always been fully considered, include: whether the local printing industry has the ability and capacity to meet the need, and if so what will be the quality of production; speed of delivery; price; reliability of service; transport costs and delays; the need to develop a local book manufacturing industry; and if local prices are too high, who will pay the difference in cost.

At least one country has a blanket prohibition on the import of books in the national language, this supports the local publishing and book manufacturing industry but may not be in the best interests of education, or the provision of books at low cost, or the free flow of information. It may also mean that locally produced books are more expensive than imported ones would be.

Problems have often arisen in TPOs because a decision was made when they were set up to print all books locally and then later it was found that local resources were not adequate to meet all the needs for high quality books at low prices delivered according to schedule.

One of the paradoxes found in many LDCs is that, although no taxes or customs duties are imposed on books that are imported, they are imposed on printing paper, equipment and materials, thus making it difficult for local printers and publishers to compete with their foreign competitors.

9. Life of books

The funding of TPOs and the purchase of school textbooks is vitally affected by the estimated life of the books. There are two major factors at work: one is the physical life of a school textbook, taking into account storage and transport as well as the type of usage that it will receive; and the other is its life from an educational viewpoint: how long should it be before the book is replaced by a new and improved edition or a new book.

The textbook with hard covers and its sections sewn in thread has a potentially long life but is expensive to manufacture and in consequence rarely used in LDC schools. But it is common to find books produced on newsprint and with very inexpensive covers, sometimes also made of newsprint, and bound with metal staples. This is about the least expensive form of manufacture possible. The life of these books in LDC schools has been estimated in one country to be as short as six months.

The usage that books receive is a major factor in deciding their physical life, which is considerably reduced where children take them home--especially when they do so every day. Much longer life has resulted where books are kept in adequate storage conditions in the classroom and children have been allowed to take them home only occasionally.

In many schools worldwide children are encouraged to cover books in wrapping paper or newspaper. This prolongs their life and has cast doubt often on the wisdom of producing expensive coloured covers.

The only record seen of an attempt to estimate the life of textbooks was from the Philippines. This record arrived at the following conclusions: annual losses from floods and normal wear and tear were 15 per cent; imported newsprint lasted longer than local newsprint; elementary pupils were generally more careless in handling textbooks than high school students; and 66 per cent of books were condemned after three years of utilization.

It is not possible to lay down universally applicable guidelines about how books should be produced to achieve a certain length of physical life, so much depends on local conditions, costs of materials, expertise of manufacturers, storage facilities, type of usage, etc. But to achieve the targeted physical life of books at minimum cost and with the highest feasible standards of production, highly expert advice is needed. Where available, this advice has made possible the saving of considerable sums of money as well as achieving the best possible use of available resources.

If books are to be published commercially, it is helpful in bringing down prices if publishers can be assured that any textbooks recommended or adopted will have a reasonably long educational life, say four years at least, and, if accepted, will continue to be placed on recommended lists for this length of time. This enables the publisher to producer a larger number of copies at a lower unit cost than for a limited edition.

In some cases where there have been textbook monopolies, books have continued in existence long after they should have been replaced from an educational viewpoint.

10. Scheduling preparation and production

Even in developed countries where there is much experience of the length of time taken for each aspect of the preparation and production of textbooks and the resources available can be more easily measured, it often proves difficult to publish books on the dates originally planned. In the LDCs where there has often been no previous experience of these matters, newly established government TPOs have found it extremely hard to produce meaningful schedules. Also, the schedules that have been produced have often been very rigid and in some cases funds provided in one year, which it has not been possible to use because the schedule was not being maintained, have not been available in the next. In one case, a teacher-training programme was linked to a rigid production schedule which was not maintained and it proved impossible to train the teachers to use the new books as they were not available when special courses in their use were being conducted. The troubles have been quite often that the initial plans were too grandiose and it has not been realized that these organizations must concentrate first on building up staff resources and gaining experience from small projects before they tackle bigger and more ambitious schemes. Not only have the plans for scheduling been too ambitious and rigid, but they have also failed to take account of the lack of management experience and expertise to see that the schedule was implemented.

The difficulty has been to identify and commission suitable authors and have available experienced editors within the TPO to work with these authors through all the stages of planning, writing and revising the necessary texts; to provide all the services needed to process the manuscript into a form in which it could be handed to the printer; then to process it through the printer and supply it to the consumer. There are so many things that can go wrong in a schedule that it is not surprising that many problems have been encountered in this field.

11. Co-ordination, co-operation, establishment of consortia of publishers, and other collective action to make possible the production of economic-sized editions

In book production there are certain fixed costs which are not related to the number of copies produced: typesetting and illustrating are examples of this and also to some extent blockmaking and platemaking. Thus the larger the number of copies produced (up to around 50,000-100,000), the more there are to spread these costs over and the lower becomes the cost per copy. This reduced cost is not always reflected in printers' quotations in LDCs but is there nevertheless.

Thus to achieve lower prices for textbooks it is desirable to have some collective action at various levels. Collective action can also help to make the best use of skilled manpower--which is nearly always in short supply in publishing--and of funds which are also almost invariably limited. Much has been written about the need for collective action but little appears to have been done about it.

Some of the smaller LDCs which are unable to support fully viable and effective educational publishing programmes themselves could do so with the co-operation of neighbouring countries which use the same language in education and have similar problems. But because they do not co-operate they continue to remain highly dependent on importing books.

There are, however, examples of successful regional co-operation and among these are the textbook project for Central America in which six countries participate and a publishing project run by the South Pacific Commission to meet the needs of many of the small islands of that region.

In some countries government departments have co-operated in producing educational material of mutual interest: for instance, material on nutrition at village level has proved of interest to ministries of health, education, and agriculture. But such plans are all too often frustrated by the unwillingness of the few to concede on minor points of difference (e.g. a nursing textbook could not be produced on a regional basis because hospital matrons disagreed about the way to make a bed).

The answer to this type of problem would be to vest more power in the TPO to act in an efficient manner in which it takes account of all possible points of view and then acts in the best common interest. But there has proved a reluctance to do this in most instances and many attempts at regional co-operation have in consequence proved less fruitful than had been hoped. The Central American Textbook project said that it took a long time to receive comments on texts from ministries and there was a dilemma when suggestions for modification were conflicting.

In many LDCs there are small publishers with inadequate resources in staff and funds to meet textbook needs, and they tend to produce too many titles often of a low standard. To overcome this it has been suggested that small publishers should form themselves into consortia and pool their resources, but this seldom appears to have been accepted. Competition between these publishers is usually very strong, and there is little mutual trust. No evidence has been seen of this type of co-operation working very successfully.

Unesco has assisted the production of books of folk-tales which have used the same illustrations and have been translated into various languages in several countries. This is an interesting example of successful co-operative publishing which has helped countries to share their cultural heritage.

12. Centralized and decentralized operations

The problems of centralized and decentralized publishing operations appear to have been very much what one would expect. Centralized operations have often been too bureaucratic and remote from the needs of the rural people, especially where regional languages are used and there are substantial ethnic and cultural differences. In large countries and all those with communication and transport problems, centralized TPOs have encountered difficulty in keeping in touch with people in remote areas and in supplying the printed books. Centralized operations have proved essential in some small countries on the grounds of cost-effectiveness and maximum utilization of scarce skilled publishing manpower. Decentralized operations have brought the advantage of taking fuller account of regional needs and differences and of providing a better local service. But often it has not been possible to staff regional offices effectively, and there have been problems in co-ordinating their work with that of central offices.

Decentralized warehousing of books has often increased costs and added to the problems of supervision, but it has brought the benefits of having sometimes immediately available the books that were needed. In some larger LDCs it must be regarded as almost an essential, but in smaller ones sometimes a luxury which they can do without.

13. Government and private printing, publishing, and bookselling and the question of monopolies

There are few governments in LDCs that do not possess their own printing organizations. Most governments feel it essential to have in their own hands the means to print certain essential documents, such as government bulletins, and also for security printing. In some cases, government printing facilities have been expanded to enable textbooks to be produced.

Government printing organizations are often run as government departments and the staff employed are civil servants, working office hours and being paid overtime when additional work is required, instead of working in shifts and being paid according to productivity as they might in commerce. The cost of running government printing organizations is seldom known as many hidden costs are not revealed in the government estimates, or are not easily identifiable (costs of buildings, rents, water, light, telephones, postage, staff facilities and amenities, pensions and so forth). Because it is usual to work office hours in government printing organizations, expensive printing equipment is not fully utilized although it often depreciates almost as rapidly as it would if it were put to full use, and there is a consequent waste of capital expenditure. It is thus difficult to compare the operations of government printing plants with those of commerce and to know whether the work has been done more cheaply or not. Government budgets may be highly dependent on economic conditions and changing priorities of a political nature and they do not usually make for the easy replacement of worn out printing equipment at the right time or for expansion when necessary. It is in any case not easy usually to run a printing plant on the annual-budgeting system and purchasing policies of governments.

Thus decisions to place the printing of textbooks with government printing plants, and sometimes to establish new government printing plants for this purpose are, to say the very least, often controversial. In many cases, it is found that government printing plants work slower and produce work of lower quality, and at higher prices, than commercial printers. In some countries decisions have been made to print the books that are needed through new government printing plants without a proper survey being conducted of existing facilities.

Those operating government TPOs almost always find it easier and better to deal with several printers rather than one. This makes available a number of typefaces and methods of printing and binding and also creates healthy competition which assists in reducing prices. While it is possible to reject substandard work from commercial organizations it is usually difficult, if not impossible, for a government TPO to reject it from government printing plants. It is also difficult for government TPOs to insist that government printing offices adhere to established schedules.

Experience tends to lean strongly on the side of those who oppose the establishment of government textbook printing plants, except where there has been a very evident need for them which it would have proved impossible for the private sector ever to fulfil, and where they have been established on a fully commercial accounting basis with proper costing systems so that the true costs of their work could be known and compared.

Arguments for and against government TPOs have been by no means so clearly defined as they have been with printing organizations. Publishing is so dependent on intellectual resources of authors and editors, etc. that it is difficult to state whether they might best be mustered by a commercial publishing industry or government. Publishing in many LDCs has grown from very different roots from those in most DCs. In Europe much publishing originated in monasteries and was often centred around universities; some authors became publishers and philanthropists also; there were, and still are, many books published not primarily for profit. In the LDCs most private-sector publishing has been started for profit motives, and the resources have often not been available to provide the subsidies that have been needed. Moreover, because publishing is a relatively sophisticated operation requiring numerous skills and long-term investment, it has not always been seen as a means of making profits easily, and funds for business enterprises have often been directed initially at less complex industries.

Many private-sector publishers argue that they should be allowed to publish all the textbooks that are needed and that if this is done by government instead then publishing will wither away in the private sector. Many of them also state that they cannot publish books other than textbooks unless they have the more profitable textbooks to support their business, but it appears that frequently they make relatively easy and assured profits from textbooks and publish very little else. There is evidence that in some countries government textbook publishing has inhibited the growth of the private-sector publishing industry. But there are examples, in Mexico for instance, where government and private book publishing have grown together. The best answer seems to be that, as the needs are enormous, development should be planned so that the best use is made of all available resources both in government and the private sector.

Government TPOs have frequently met considerable problems for reasons described in chapter I: a lack of a national book development policy into which their functions could be fitted, and an underestimation of the difficulties involved, especially as regards publishing itself and finding and training staff. Experience has shown that where TPOs have been institutionalized they have the best chances of success. What is needed is a sound long-term policy and plan, and an institution which has the funds to carry out this plan with a career staff competitively remunerated and with good promotion prospects.

In many LDCs the private-sector textbook publishing has been done by multinational firms. They have often produced good textbooks related to local needs, but have sometimes encounterd very little competition. This has meant, as it has with government TPO monopolies in many cases, that textbooks have remained in print long after they should have been replaced by revised or new books. But private-sector multinational monopolies are now often being replaced by government monopolies.

Multinational textbook publishing companies have often produced and distributed books of very high quality. They frequently have the advantage of considerable experience, adequate finance, well-paid and highly qualified staff, and support from overseas branches. It takes usually a very considerable time for government TPOs to build up equivalent resources and produce equivalent textbooks. Where the role of multinational publishers has been weakened, either by government policies or by other factors, endogenous publishers seldom seem to have been able to fill completely the gap that has been left, and governments have had in some cases to start their own publishing organizations to meet textbooks needs.

Monopolies have potentially been able to produce cheaper books and employ the best resources available in doing so, but this potential has not always been realized and often books have been no cheaper and no better than they would have been in a free enterprise system. Monopolies too allow the development of only a few authors and illustrators, and remove choice from the teacher about the books he will use.

There are one or two examples of successful government book wholesaling, but despite the inadequacies of retail bookselling throughout almost all the LDCs, government retail venture seems to have provided no more than a partial answer to the problems anywhere.

14. University presses and other non-profit making and grant-assisted publishing

Some commercial publishers argue that there is no role for subsidized university presses (and most of them worldwide are subsidized) or for subsidized government publishing (and most of it is subsidized even if only

indirectly) and that if subsidies are needed it would be better to give the money to private-sector publishers who are already skilled in the work rather than to set up new organizations, many of which are highly amateur. However, few people would deny that many very important books have been published which could not have appeared at all without some form of subsidy or no expectation of them making a profit. The publication of academic books (where editions of as few as five hundred copies may sometimes be required, and where it is unusual to produce more than 2,000 to 3,000 copies) presents difficult problems of finance. The books are usually long and the typesetting cost is often as high as 50 per cent of the total cost and because this cost is spread over only a few copies the retail prices of the books are very high. Similar problems exist with some of the textbooks required by university students, especially where only a few students are studying a particular subject and the demand for the books is consequently limited. Thus subsidized publishing through university presses has often played an important role in many countries.

In the DCs it is largely found uneconomic for university presses to own book printing equipment. There are now few university presses in, for instance, the United States of America, Canada or Australia, that own printing equipment. Unfortunately, in the LDCs printing and publishing are often confused in the minds of planners and printing organizations, are established when what is needed is publishing organizations. It is frequently easy to get donor countries to give printing equipment without even demonstrating a real need for it. Many university presses in LDCs seem to have put too much emphasis on printing and not nearly enough on publishing. Some have found that it is not easy to keep their equipment busy printing books (because authorship and publishing are not being given enough attention) so they have begun printing on a commercial basis (but in competition with commercial publishing which is not subsidized). In these cases, the traditional role of the university press of publishing important scholarly books is not been played to the extent that would be desirable.

Some subsidized publishing of university-level textbooks has been provided in other ways than through university presses. For instance, the Maharashtra University Textbook Production Board has been mainly funded through the Indian University Grants Commission. The textbooks produced have been published by private firms assisted by the Board.

Various foundations and grant-making organizations have played an important role in subsidizing books (especially tertiary-level textbooks and academic books) much needed in the LDCs. The British Government operated for many years a low-priced books scheme (mainly of university-level textbooks). Books in this scheme were printed and published in paperback editions in the United Kingdom and then sold in many LDCs at about a third or quarter of the price of the hardbacked edition. The Government of the United States of America operated through American and Indian publishers a scheme to provide cheap editions of American college textbooks to Indian students. These books were printed and published in India. These schemes were welcomed by governments and students and no doubt performed a very useful purpose, but the British scheme did nothing to encourage local printing and publishing in the LDCs and neither scheme helped to develop endogenous authorship in the LDCs.

15. National book development councils

Unesco has given encouragement to the establishment of national book development councils in the hope that they would play a useful role in producing plans and programmes for national book development as part of overall national development, and that they would also promote, encourage, and develop all aspects of the provision of books. Many countries have in the last ten years established these councils, and some of them have done very useful work.

Where governments have funded these organizations they have tended to wish to keep very tight control of them and have appointed many government officers to them to do this. They have also been reluctant to give the councils the wide powers and executive authority that they need to take independent action and carry out a programme. It would probably be better if these organizations were funded from the private sector, and if they had stronger representation from publishers, authors and booksellers, etc. although of course there would still be a need for a good many government officers as members. But largely the book trade is not ready in most LDCs to provide the funding needed, and of course there would be some danger if it did that, its point of view would then be given too much prominence in the work of the councils. But midway between these two situations there should be some compromise possible where funding comes from more than one source and representation is on a fair and reasonable basis and the councils are given the powers they need to carry out programmes. But this solution does not seem to have been found anywhere yet on a full and satisfactory basis.

Most of these councils cover all book interests, not just textbooks. Potentially, they could be of considerable use to TPOs not only in helping with planning at a national level but also in providing a platform where the various bodies with interests in textbooks could voice their ideas and opinions and thus achieve a greater degree of harmony, understanding, and co-operation between them. These councils could also assemble and make available to TPOs a great deal of useful information regarding resources in the way of authors, illustrators, translators, printers, etc.

16. Multilingual publishing

The term multilingual publishing is used here to cover the production of books (particularly textbooks) in more than one language.

Almost all countries now teach, or aim to teach, children in the mother tongue, at least in the early years of education if not right through university. In some countries this has created an enormous need for multilingual publishing. (India, for instance, has well over 100 languages or dialects, and because of the vast needs this creates most of the textbook publishing at primary and secondary level is under the control of the state governments.)

If local languages are to be used there is a widespread feeling throughout many of the LDCs that in the interest of national integration and the establishment of a national cultural identity children should learn the same things. It of course costs less to produce one book in one language for the whole country. But if books are needed in several languages and are to be in several colours for illustrations, great savings in cost may be made by printing sheets containing only the illustrations and then overprinting the text in the various languages required.

The main problems in multilingual publishing are associated with language and the need for special typefaces, and these are both dealt with in other sections of this paper, as they are common to many textbooks in new languages in LDCs not just to multilingual publishing.

The widespread use of local languages has been instrumental in furthering education and improving literacy in many LDCs as well as in developed countries such as the the USSR. But there is often an indifference to, and a tendency to denigrate, local languages, usually because those responsible for planning may well have received their own education in an international language and may tend to believe that a local language, even when it is their own mother tongue, may not be either suitable for education or likely to produce long-term economic benefits in a rapidly shrinking world where

knowledge of an international language becomes more and more highly desirable. Moreover, government programmes to introduce the use of local languages (and multilingual publishing to support these programmes) have not always received the hoped for support from commercial publishers, who often find it difficult to find authors and editors in these languages and also more difficult to make profits from publishing them.

III. MANUSCRIPTS

This section examines the nature of, and the relations between, two distinct functions: authorship and in-house editing (III.3, III.4, III.5, III.9, III.10, III.11, III.12). There is discussion of how to decide the priority of various kinds of reading material in schools (III.2), and on the relative value of new manuscripts instead of new editions of established books (including those not previously published in the language concerned) (III.6, III.7, III.8, III.13).

1. General

A major problem facing TPOs has been to obtain suitable manuscripts for textbooks. It has often proved difficult to define exactly what was needed, and even more difficult to find the writers to product the manuscripts or to adapt and translate existing books. There has been a shortage of editors with the necessary experience and skills to play a full role in planning and supervising the preparation of manuscripts.

2. Market research and identification of precise needs

It is customary for experienced textbook publishers in DCs to carry out careful surveys of needs before embarking on the preparation of new textbooks. They examine books being used in schools and gather the opinions of teachers regarding the shortcomings of these books. They seek out comparable books published elsewhere and examine them. They carefully examine the curriculum to see how well the present textbooks meet the requirements, and they also seek, and pay for, the best advice available on what new books are needed. They estimate the quantities of the new books that will be wanted over a given period and at what price they might expect to sell them.

TPOs in LDCs have often lacked the necessary knowledge and resources in manpower to carry out these surveys in the careful and detailed manner which is desirable, and in consequence books have been produced which do not fully fit the needs.

Because of their lack of experience, it is even more important for new TPOs to carry out this type of market research than it is for long-established publishers who have experience to guide and assist them.

3. Textbook boards

A special study of the work of textbook boards has proved somewhat difficult to do as, with one or two exceptions, little material has been available to the writer concerning them, and also their functions and responsibilities seem to vary enormously. Some of these boards are merely bodies which make recommendations concerning the suitability of books for school use. Others, such as the one in the Philippines, have responsibilities over a very wide field, including curriculum development, controlling every aspect of textbook production including production and distribution, and giving final approval to books after testing and revision have been carried out. In some countries textbook boards have taken over all the functions of publishing school textbooks from private-sector publishers.

In relation to their functions these boards seem to have often lacked qualified staff, particularly in the field of publishing. Where there has been keen competition from commercial printers and publishers to produce the manuscripts approved by these boards, prices have been pushed down and down

and standards of production have frequently suffered. One criticism of these boards is that because they often allow the production of only one title in each subject at each level they inhibit authorship and remove choice from teachers about the books they will use. Some private-sector publishers say that the activities of these boards remove from them the only profitable part of their business: textbook publishing, and that they cannot continue to publish other books if they do not have textbooks to support their work.

Many of the problems of these boards are discussed under government and private publishing and printing in chapter II of this paper.

4. Educational research institutes

In some research institutes textbooks are written by staff members, or by people commissioned by the institutes, and then handed to commercial publishers to produce. The research institute sometimes receives a royalty from the publisher and sometimes pays part of it to the author. Some publishers contend that this type of activity removes from the publisher his most important activity: the identification of the need and planning of the preparation of the manuscript. A weakness of this method is that the manuscript may be poor, but the backing of the research institute may be strong, and the financial incentive to the publisher to produce the book may also be strong because he knows that the recommendation of the institute will assist in selling the book. A further weakness is that the institute sometimes does not allow any radical editing of the manuscript, often when it is much in need of it. But despite these weaknesses this system has been demonstrated to be useful in providing textbooks.

In some countries educational research institutes conduct studies on the evaluation of school textbooks and submit recommendations to ministries of education for the improvement of the books. However, such recommendations may or may not be accepted.

5. Curriculum development and research

There has often been a lack of liaison between curriculum developers and textbook writers. It has frequently been difficult for editors to brief textbook authors because the curriculum was not sufficiently detailed. Sometimes the curriculum has failed to take full account of child development matters, or it has been very detailed and writers have been expected to adhere rigidly to it, even when they were aware that it was unsuitable. In some cases textbooks have been merely a dull and unstimulating expansion of a detailed curriculum. Moreover, lack of liaison between curriculum developers and teacher trainers has often meant that what is being taught in teacher-training colleges is unrelated to the contents of the current school textbooks.

In some LDCs there has been insufficient research into the use of textbooks in schools, or where research has been carried out there has been no attempt to relate the findings to revisions of the textbooks when the time arrived for new editions to be produced.

In some countries, where a deep study of child development is an essential base, full-time centres have been established and have devoted many years to the writing, testing and dissemination of new curricula. In the case of the Philippines and Thailand, the preparation phase took about eight years for the primary-school course.

6. Adaptation and translation of work originally produced overseas

In some LDCs, there has been a dependence on textbooks published during the former colonial era, sometimes printed and published outside the country of use, and often containing alien concepts and illustrations. With the advent of independence, the LDCs concerned have naturally wished to have their own textbooks written by their own authors and published and printed locally. This has not always been immediately possible, even for primary and secondary-school textbooks, because of lack of resources. Thus as an interim measure the books previously employed have continued to be used and in some cases adapted more closely to local needs. Multinational publishers who published many of the books in question have often been willing to adapt these books to local requirements. The work involved in planning and preparing new courses is very considerable and involves large sums of money without any assurance that the books produced will be eventually satisfactory. It is easier to adapt a good course which comes close to meeting local needs than it is to write an entirely new course, as has been learnt by painful experience in some TPOs. Thus, although from the viewpoint of national pride and achievement, it may appear to be unsatisfactory to adapt for local use material published elsewhere it has sometimes proved to be the best compromise solution available.

In some cases where government TPOs have taken on the publication of translations of work produced originally by multinational publishers they have met difficulties in obtaining permission and have been asked to pay unduly high royalty rates. But these difficulties seem to have diminished in recent years with the focus put on them by Unesco and the improved liaison established by copyright clearing organizations.

Considerable problems have been met with translation work. Often there are few people available with the necessary knowledge of the two languages involved and also of the subject-matter. Even when translators have been working from a foreign to their mother tongue the quality of the work has not always been high as they may have been more used to writing in a language other than their own. Also many of the languages of the LDCs have not been developed, and terminologies, particularly in the sciences, have had to be evolved; moreover, it is one thing to produce new terminologies and quite another to get them used. Languages have often been developing so quickly that translators themselves have been unable to keep up to date. New editions of books have been needed (but often not published) every few years to keep pace with changes in the language. Adequate dictionaries and works of reference have often been lacking. Some of the best translation work has probably been done by teams of two people: each with his mother tongue one of the languages involved.

Because translation work has not been recognized as highly skilled it has frequently been badly paid, and in consequence badly done. Much of it has been literal and often misleading or even meaningless.

Training plans and programmes for translators have been lacking, and it has been difficult in consequence for translators to improve their work. The massive need for many LDCs to develop translation has not always been recognized. With some countries aiming to teach in local languages from primary school through university, and in some of these countries a very large number of languages being used, there is a formidable task in translating the thousands of books that are needed.

Where TPOs have been able to employ editors of high calibre they have usually been able to support the work of translators considerably. But often such editors have not been available and the published work has appeared in an unsatisfactory form.

7. Local editions

In some countries it is felt that if the demand for an imported book exceeds a certain number annually then that book should be published locally. At least one country translates this into a prohibition on the import of more than a certain number of copies of any book. Overseas publishers find it sometimes more profitable to sell a few copies at the original published price than to give permission for the production of local editions in other countries; on the other hand, if demand is substantial it may be better for them to agree to local reprints to the benefit of some.

Sometimes TPOs have complained that royalties demanded by overseas publishers for the production of local editions are too high, but on the whole they have been satisfied with the agreements they have made. In some cases, it has proved possible to have simultaneous publication in both countries. Under these arrangements the book has usually been printed in the country of origin and a certain specified quantity has been bought by the TPO in the LDC and its imprint appears on those copies. Sometimes the printing of the local edition has been done locally from printing plates made from films provided by the original publishers, but occasionally difficulties have occurred in importing these films because of customs regulations and bureaucratic delays.

There has been some piracy, too, and textbooks have been reproduced without the permission of the original publisher, and sold at only a small fraction of the original published price. This is not surprising as the private publisher only copies books which he knows will sell well and does not have to pay for publishing failures as most publishers do, he does not pay for typesetting (he merely photographs the text and makes printing plates from it), nor does he pay for illustrating or any fee to the author, and often his labour and operating costs are less than those in the country of origin of the book. Where piracy, or the sale of pirated copies, has taken place in countries which are signatories to an international copyright convention, the original publishers have sometimes been able to take successful legal action to stop it, but often the piracy is in the form of translation and never becomes known to the original publisher. Some multinational firms have ceased to supply any books to overseas booksellers who sell pirated copies of their publications.

8. Copyright and permission to publish

Lack of familiarity with copyright laws and procedures required to obtain permission to publish local editions or extracts from published works has in the past created some difficulties for TPOs in LDCs. Unesco has done much to improve the position in this field and organizations such as the British Council, the Book Development Council in the United Kingdom, and Franklin Publications in the United States of America have provided considerable assistance to overseas publishers in recent years in obtaining permission to publish, or translate and publish, work originally produced in the United Kingdom or the United States of America. Requests for very high rates of payment for rights to publish have now much diminished and it is now easier than it was to reproduce work. However, many countries have not yet followed Unesco's recommendations to establish copyright clearing-houses to facilitate the granting of licences and rights to publish material.

9. Protecting authors and translators

Not all countries are signatories to the Universal Copyright Convention or the Berne Union on copyright, nor do they have a satisfactory copyright act of their own. Thus the work of their authors and translators is not adequately protected from being copied by other publishers for profit. Inevitably, this has acted as a discouragement to local authors who, if they have the ability, have often preferred in these circumstances to have their works published overseas where the market for them has often proved larger and they have known it would be more difficult for it to be pirated.

While there may appear to be some short-term advantages to not belonging to any copyright convention, it is much against the interests of the establishment of local authorship and of somewhat dubious value in saving money by not paying any royalty to the original publishers or authors for the use of their work.

10. Difficulties of finding and rewarding authors and translators

Textbooks are such important teaching instruments, and the amount of money spent on producing them--especially for primary and secondary schools--is often so vast, that they undeniably warrant assuring that the best authors are found to write them. This is frequently a problem. Those best able to produce the needed manuscripts are often fully committed to other tasks.

In some countries, when good authors have been identified, arrangements have been made to free them from their other work commitments so that they could work full time on producing the manuscripts that were needed. To overcome the shortage of writers some governments have sponsored contests, offered economic help, granted scholarships, and arranged for the assistance of technical experts. It has often (although by no means always) proved that the financial incentives offered by government TPOs are less than those offered by commercial publishers, who are consequently able to attract the best authors.

There have been problems in deciding how, and whether, to remunerate authors working in government offices, or government-paid teachers, for writing textbooks required by government TPOs, especially where the writing is done in normal working hours. However, where good sense and fair treatment have prevailed they have generally been helpful in obtaining the manuscripts needed. Tax concessions have been made in some countries to encourage authors (e.g. Pakistan, Indonesia, Egypt.)

Some publishers in LDCs are said to be unscrupulous and produce and sell additional copies unknown to the author without paying royalty on them. But in theory, at least, if school textbook authors in some of the larger LDCs are paid a fair royalty (say 7½%-10% based on the published price) then they should enjoy a reasonable income on the successful textbooks that are published.

Book translators are often employed on the basis of payment of a fixed fee for each word translated. In government TPOs (which are often hedged in by unsuitable government regulations), it is not unusual to find that this payment is (quite inappropriately) the same as government pays for the translation of letters and documents, and quite overlooks the fact that book publishers need work of high literary standards which is suitable for publication. The answer to this problem has been a highly flexible system of reward, based on the difficulty of the work performed and the quality of the translation and paid either as a lump sum or a royalty on the number of copies sold.

Competitions for manuscripts, awards for published books, literary prizes, prizes for the best translations, etc. have been useful in improving standards of work, increasing the status of authors and translators and giving them pride in their achievements.

11. Training authors and translators

There has been a great need to train authors and translators, but few TPOs have well-organized training programmes of their own and in most LDCs it is difficult to find any training facilities.

It is doubtful if authors can be taught creative writing, but workshops, courses and seminars have been useful in highlighting, sharing and solving problems, and in teaching potential writers how best to locate and use source material and some of the elements of what makes a good textbook.

The experience of the Central American Textbook project is of interest in this connection. Subject consultants visit and advise the writers (who are schoolteachers with writing experience), expressing their viewpoints on content, subject-matter, context and methodology; they also give lectures.

It is difficult to teach translation, improvement usually comes with practice. But the airing of problems and the interchange of ideas which comes from workshops, etc. have sometimes proved useful in improving knowledge and standards of work.

With authors and translators, the role of the publisher's editor in training has often been underestimated. The capable and experienced editor working closely with the author or translator can do more than any formal training is likely to do. In textbook editing the role of the editor is much more important than in other types of publishing and his contribution is larger.

12. Professional associations

The formation of writers' and translators' associations can do much to help solve their problems. They need guidance and assistance in dealing with publishers and in considering the contracts offered to them. Professional associations can establish guidelines and standards to assist in this connection. Problems of importance can be aired at national and international level, and the creative work of writers and translators can be stimulated through these associations.

13. Testing and evaluation

In DCs it is very often customary for teachers who are actually teaching in schools to write textbooks. They are usually written on the basis of teaching materials which the teacher has developed himself over a period of time and used with his own pupils in the classroom, thus they are progressively tested and revised, and the teacher usually has a good knowledge of the children's capabilities and a thorough knowledge of child development.

Textbook publishers in the DCs usually employ experienced editors who check and examine very carefully all the material and assist in its revision before publication. It is not common, therefore, in DCs for textbooks to be fully tested in schools before publication, although often the publisher produces a limited first edition and if this proves successful he is able to revise the text before producing a second and larger edition.

In LDCs the situation is usually different. Frequently it is felt that the teachers in the schools, particularly in primary schools, lack the necessary ability to write the textbooks needed and the books are often written by the staff members of teacher-training colleges, educational research institutes, or universities. These authors may themselves not have taught in schools for a long time, if at all. Thus there is a much greater need in LDCs to test the materials in schools and to produce pilot editions for further testing before final publication takes place, especially as many TPOs do not employ experienced editors.

Where there are monopolies, and where only one set of textbooks is available on a given subject, the investment in terms of money and manpower is often very substantial indeed and there are even stronger reasons than usual for making absolutely sure that the textbooks published are as of high a standard as possible. But sometimes testing has not been carried out at all, or only inadequately. Many countries have experienced years of difficulty in implementing new curricula because no trials were carried out before the first and only draft became millions of textbooks.

Testing should be done through, or in very close liaison with, the TPOs' editors and with the authors. The editors need to have a well organized and reliable source of independent information--they should not rely entirely on the authors--and they should act as referees to see that the testing is done in a systematic fashion, and that where there are genuine reasons for revising the material this work is done by the authors or themselves.

Testing has too often produced only very superficial criticism because it has been poorly organized and entrusted to people who do not understand what is required, and who are not closely led and guided to assure that they do. Writers have not been organized in the manner that is needed to revise the material even when criticisms have been available.

In some cases, because production schedules have been too tight, not enough time has been allotted to testing, revising, producing pilot editions, and revising again before publication.

IV. PUBLISHING

Various management problems for TPOs are examined, including those for private TPOs (IV.1, IV.2, IV.3). Other topics include the importance of training for all publishing personnel (IV.4), the nature of editorial work (IV.5, IV.6 IV.7) and of design and illustration work (IV.8, IV.9), and the importance of appropriate procedures for orderly manufacturing (IV.10) and distribution (IV.11).

1. General

As already mentioned, some TPOs, especially government TPOs, have apparently been planned without publishing advice being available. Where this advice has been available it has sometimes failed to take full account of the problems that will be met in attempting to run a publishing organization within the framework of a government.

The lack of publishing expertise in planning is probably the cause of the underestimation of the magnitude, or in some cases the nature, of the problems.

In some cases, the publishing function of the TPOs has been thought of as being of a passive nature: merely to pass the manuscript from the author to the printer. In consequence, they have not been provided with the professional staff they need to make them efficient and dynamic organizations capable of carrying out all their functions of planning, co-ordinating and supervising all the various aspects of the preparation, production and distribution of books, and actually performing some of those functions themselves.

In some LDCs, the lack of a concerted and stated national book development policy has acted as a discouragement to private sector book publishers. It has not always been recognized that what can be done for any country in the way of publishing is very much dependent on the size of the population. The school textbook publisher needs to see a market for ten thousand copies of any book he produces for students. The publisher of academic books needs to see sales of at least two thousand copies. If it is not possible to achieve these sales then usually subsidies must be available to bring the books within the reach of the public.

2. Finance

The matter of finance for government TPOs has already been covered in chapter II.

It is difficult in many LDCs for private TPOs to obtain the finance they need for their work. Many textbook publishers in DCs are parts of very large industrial empires that have interests much wider than publishing. Thus the problems of finance for them are often solved by the issue of new shares to the public. Few TPOs in the LDCs are financed in this way. Banks are often reluctant to offer finance to TPOs and do not recognize books stocks as adequate collateral for loans; when loans are available rates of interest are usually very high. Textbook publishing requires substantial finance over a medium to long period. If prices are to be kept low, a large number of copies of books must be produced at one time and a considerable investment of money is often made in preparing the manuscript.

In some LDCs government intervention has been responsible for easing the situation of finance for private sector TPOs and they have been able to receive loans at reasonable rates of interest from development banks; in other countries book funds have been established which provide collateral against which loans can be made. But in most countries the provision of finance remains a considerable problem for endogenous TPOs, who, in this respect, are at considerable disadvantage in competition with multinational publishers operating locally who have easy access to the capital that they need.

Some of the financial problems of TPOs have arisen from poor estimating, budgeting and cost accounting.

3. Management and staff

Most government TPOs and many private ones have had difficulty in finding competent managers. Sometimes in government TPOs the managers appointed were previously government administrators, often from government education departments, who may have been very well able to run government offices but were not well qualified to run publishing houses.

There has often been insufficient financial reward in either government or private sector TPOs to attract the best people for the work.

In many cases, the expertise required to staff TPOs has not been available in the country, and no provision has been made to employ assistance from other countries to start the organization and to help in its management until such time as local staff could acquire the necessary skills and competence.

There are instances where the staff of TPOs have been sent abroad for training but have been so badly rewarded financially on their return that they have drifted into other posts outside the publishing industry. In one country all of the more than twenty people trained by Franklin Publications in the United States of America drifted to other industries shortly after their return home.

Because adequate provision has not been made to find, or train. competent managers and supporting staff for them, TPOs in LDCs have often met with only limited success.

4. Training

The lack of trained personnel in book publishing and the inadequacy of training facilities lie at the root of many problems of TPOs in LDCs.

Traditionally, training in most aspects of publishing has been given on the job, and this remains the most valuable way of acquiring the necessary knowledge.

It is only in comparatively recent years, with the institution of training levies and training boards, that there has been much formal training in publishing in some leading book publishing countries. Courses to university level are now being offered in India, and useful courses are being conducted in many other countries, but it is still difficult to find practical training of a high standard in most LDCs.

Local short training courses with some of the lecturers coming from abroad have proved a useful way of teaching economically certain publishing skills to a fairly large number of people.

High-level training is available in some DCs and staff of TPOs have received training in this manner. But it is inevitably costly and only a limited number can benefit from it. Moreover, it is sometimes not entirely relevant to the conditions that the trainees will encounter in their own countries.

Multinational publishers operating offices in LDCs have proved to be extremely active in providing training courses for their endogenous personnel (and sometimes for the personnel of government TPOs) both locally and in their head offices overseas or branches in other countries. Many new local TPOs have been able to recruit experienced staff who have previously worked for the multinational companies.

Training is needed in, among other things, management, editing, illustrating, typography, design, paper qualities and usages, production planning, production control and numerous other aspects of manufacture, in marketing and sales promotion. Sometimes TPOs have been operated with staff with no training or experience in any of these fields, which has led not only to poor quality results, but also to enormous wastage of funds. (In one project, for instance, over a very short space of time more than a million dollars were wasted because paper of the wrong size was provided and the books were of uneconomic length.)

Some organizations have been understaffed and others grossly overstaffed because those who have planned them have not known what the real needs are.

5. Editorial functions

Much has already been said in this paper about the importance of the role of editors. Included in the editorial functions are: market research; planning publishing programmes; commissioning authors; editing and sub-editing. Some of the larger educational publishers employ editors with responsibilities in only one of these fields, others, usually smaller publishers, expect editors to perform more than one, or even all, of these activities, which nevertheless require vastly different abilities and skills. But in some TPOs in LDCs the role of the editor is not recognized at all and they are not employed. Sometimes authors are expected to do their own editing. In other cases, editors are employed without experience and are expected to perform all, or many, of the above activities without guidance or training.

The editor has a very important role to play in the production of a manuscript; when he has been capable of exercising this role and has been permitted to do so, in TPOs in LDCs, the differences in standards have been remarkable.

It is rarely possible for a good textbook to be prepared by the author alone: editorial and publishing experience is required in most cases at almost every stage in seeing that the textbook corresponds to the syllabus, that the relevance, sequence and weighting are suitable, that the format and length of the book are suited to the needs and the probable cost. A well organized editorial office assures also that supervision and checks on a manuscript are kept from its conception until it is finally printed.

6. Selecting and rewriting manuscripts

The experienced publisher makes every effort to select the best possible authors and then commissions them to produce the manuscripts that are needed. Even then he does not depend fully on them; he relies on his editors' opinions and, when necessary, on those of specialist readers whom he employs to examine

manuscripts for him. Frequently a manuscript has to be virtually rewritten several times before it is finally ready for printing. But often in government TPOs in LDCs high-powered authors have been appointed to write manuscripts and the TPO has not had the authority or the editorial capability to criticize what has been submitted, so that highly unsuitable manuscripts have been published without revision. Suitable selection procedures either within the TPO, or by the appointment of well-qualified and independent selection boards, have proved essential to success.

In many instances, extensive rewriting is required of manuscripts which, although basically sound, are not publishable as they stand and whose authors sometimes lack the ability (possibly because they may be writing in a language which is not their own), or time, or desire to revise them. Publishers in DCs would usually not be prepared to carry out such revision as it would be uneconomic, but in the LDCs where authors are often in short supply the TPO sometimes has to supply the necessary services to rewrite the manuscript, providing funds are available for this purpose. This work can take the TPO longer than it took the author to write the manuscript in the first place.

7. Editing problems

There has been considerable comment about the poor standards of editing in TPOs in LDCs. One frequently hears about, and sees, books with numerous spelling and factual errors, misplaced illustrations, typographical errors, etc. It is also often evident that little editing of a more radical nature has been done and that there is unnecessary and wasteful duplication of contents,or material is included which is inappropriate to a work of that level, or is for other reasons superfluous. On the other hand major omissions can often be detected where facts are inadequately supported and teachers and students are likely to be left not knowing what the author is aiming to explain.

Even when there has been financial provision to employ editors in TPOs it has often been difficult to recruit suitable people for the work.

But some of the blame laid on editors could be more fairly placed on printers. The standards of typesetting in LDCs are often very low indeed and most printers do not employ staff to check proofs before they are sent out. In consequence more proofs are needed than they would be with printers of high standards and the final work is even then often unsatisfactory. Under these circumstances it can be useful for publishers to install their own typesetting facilities (especially 'cold' typesetting) and to produce 'camera-ready copy' for submission to the printer so that he can make films and printing plates. Alternatively, typesetting can sometimes best be done overseas and final proofs submitted in a form suitable for platemaking and printing in the country of origin.

8. Illustrating and illustrators

Textbooks should be planned to include illustrations that will clarify the text where necessary and arouse interest and a spirit of inquiry in the reader. Usually line drawings or paintings are preferable, as it is then possible to select an important point to be illustrated and exclude irrelevant detail. But for certain things photographs have an advantage over drawings (for instance in showing accurately the texture of materials). If large numbers of copies are to be reproduced then colour illustrations become economically feasible and are to be preferred to black and white as they can be made easier for children to understand, and make textbooks more attractive. There is seldom room for illustrations for purely decorative purposes as they unnecessarily increase costs.

Children in LDCs have often had difficulty in understanding illustrations with foreign settings when books published overseas have been used.

The illustration of textbooks has proved a very considerable problem for TPOs in LDCs. Very few books have been produced with high-standard illustrations. The problem is frequently related to a lack of knowledge of the needs, poor planning, and the shortages of good book illustrators, or of training for them, or ways in which when trained they can find enough lucrative work to produce a livelihood.

TPOs have often used photographs because no book-illustrator was available, or because it was cheaper. Frequently these photographs have been poor originals which did not have a sharp focus all over and clear outlines and details, or good contrasts between black and white areas. It has been difficult to know the size of the object illustrated as no attempt has been made to introduce into the illustration an easily recognizable everyday object which would enable the readers to measure the scale. Sometimes the originals submitted have been too small and no negative has been submitted to the publisher, or the photograph has been copied from an illustration in another book--almost invariably this cannot be done satisfactorily (and those who do so need to beware of copyright factors). Quite often the photograph has been wrongly 'screened' (too coarse or too fine for the technique and the paper used). Very often it has been too small, sometimes because the art editor has used an original which was too big and he could not visualize what the finished result would appear to be when it was reduced in size. Where line drawings have been used they have been cluttered with irrelevant detail and too much shading because the illustrator was inexperienced in producing work of this nature and did not have anyone to guide him, or been spidery in appearance because firm lines have not been employed. Drawings have been reduced too much in size from the original, and in consequence finely shaded areas have become solid blocks, and lettering on diagrams, maps and charts has become difficult to read or even completely illegible. (It is best if all drawings for a book are to the same scale so that they can be reduced uniformly by photography--fifty per cent larger than they will eventually appear is a good size.)

Thus, unfortunately, all too often illustrations have tended to spoil the appearance, add to the cost, and do little to enhance the educational value or attractivenesss of textbooks produced in LDCs, although there have been some notable exceptions to this.

Where TPOs have made adequate provision in their planning for illustrating the books they will produce there have been noticeably higher standards of work. This planning has included, ideally, sufficient funds to pay freelance illustrators at rates attractive enough for the best of them.

Many TPOs employ full-time staff artists and are much more dependent on them than most textbook publishers in DCs. Each artist is limited in the range of work he can undertake, and it is often difficult to keep a full-time illustrator busy with work to which he is suited. Therefore, in TPOs in LDCs they have frequently to undertake work which they are unable to perform well, and freelance illustrators are not employed to the extent that they should be. But in many LDCs it is difficult to find any competent book illustrators at all.

There is an enormous difference between the appearance of the best textbooks used in schools thirty years ago and now. Improved illustration and printing techniques, the more extensive use of colour, new type-faces, better layout and design are abundantly evident. Although these improvements are worldwide, there are still enormous contrasts in quality. This difference is

not entirely, or even mainly, due to lack of funds in LDCs--much of it is due to lack of knowledge and human resources. Many books produced in very large numbers in LDCs could be produced at very little extra cost in four colours instead of black and white. The cost of employing the services of highly skilled designers and illustrators (even if this were done outside of the country of publication) would be very small when spread over a very large number of printed copies. In many cases the employment of highly skilled staff would cost nothing extra at all, and would in fact save considerable sums of money from economies in planning. It is difficult to see how the substantial improvements that are needed will come about until these facts are recognized.

9. Typography and design--complex calligraphy, special type-faces, and new type-faces

The importance of typography and design in books has often been underrated. The selection of the right type-face for a book is of enormous importance to achieving easy communication at the minimum cost and to making the book attractive. All too often textbooks for the early primary years have been set in a type-face which is not easily legible, sometimes because it is too small. Sometimes the printed line has been too long for those who have just started to read, and they have found difficulty in adjusting their eye to locate the next line. Sometimes the type-face has been appropriate and the size correct but the amount of space between the lines has been too small or too great and this has affected legibility and attractiveness. Sometimes books have been set in type which is unnecessarily large and consequently the books have been longer and more expensive than they need to be. Very often the illustrations have not well complemented the type, or the type-face has been inappropriate to the subject-matter and the level of the book. Too often the arrangement of pages into artistic appearance of black and white areas, and the judicious placing of illustrations has been ignored with consequent effect on attractiveness and interest. Sometimes the captions to illustrations have been too small and difficult to read.

Few TPOs in LDCs employ skilled designers and typographers, often much (and sometimes all) is left to the printer to decide about the size and style of the type, the manner in which it is used, the page layout and length of line, and the positioning of illustrations. Some printers do this quite well but few know anything about educational requirements and very few in fact produce high-quality design or typography.

Once again this is a field where inadequate resources, and sometimes the lack of awareness of the need for these resources, have meant low standards. But often even awareness of the need and financial provision for it has not helped very much as the skilled people were not available locally and no efforts were made to either recruit them from abroad or to get the work done in another country. There has also often been little done to provide local training facilities so that the skilled staff will be available in the future.

The vast majority of countries in the world use languages which are printed with the Latin script and there are fewer problems for them than there are for those who use Arabic or some of the Asian scripts. But even with the Latin script many countries still have difficulties, for example, those created in printing special diacritics and symbols to accompany the Latin alphabet, which are usually underrated (especially, unfortunately, by linguists). Printers in many countries experience high costs and enormous difficulties because of this in obtaining the typefaces they need to print in their own languages. This applies particularly in Africa. Even with straightforward Latin alphabets there are often considerable problems in Africa, where letterpress is still used extensively, as some countries do not have any

facilities for casting type and have to depend on supplies from overseas which are often in different typeheights, resulting in poor printing impressions.

In the use of non-Latin typefaces there is often a very limited range to chose from in both style and sizes; print area is wasted because of poor design of the faces; composition is by hand and is very slow where a large number of characters is involved; and there is a lack of research into typefaces and legibility, etc.

The Asian Cultural Centre for Unesco in Tokyo has done valuable work in designing new families of typefaces for Thai, Lao and Khmer characters.

There are very considerable problems still to be faced with Arabic and Persian scripts because there are different forms for many letters depending on whether they occur at the beginning, centre or end of a word. Sometimes consonants are placed on top of one another. Traditional Arabic script also requires many character variations to show vowels, etc., above and below the main characters. Because of the complexity of typesetting Arabic and Persian script, calligraphy is still preferred in some Asian countries but this also creates problems of legibility and suitability with children's books. However, standardization is now proceeding along the lines of the Naskh style and this is being used as a model for modern typefaces. More research is required in these fields and more new typefaces have to be devised if the problems are to be solved.

10. Planning manufacture

In their desire to encourage the establishment of a strong local book manufacturing capacity (which is of course an admirable aim) the planners of TPOs in LDCs have sometimes insisted that all printing should be done locally. (But they have not always carried out first the necessary detailed surveys to see whether this is practicable.) This has sometimes meant that books have been produced by inappropriate techniques and have been very much more expensive and less suitably and durably produced than they would have been had there been a choice of countries of manufacture. Some sacrifice in standards and costs to support local industry is usually considered to be acceptable, but in some instances unreasonable support has been counter to the interests of furthering education and literacy.

Planning has been difficult in some TPOs in LDCs because printing facilities were working to overcapacity and schedules were hard to establish and even harder to maintain.

Not all TPOs have recognized the importance of having staff whose function is the control of manufacture. Publishers should be able to produce detailed specifications of exactly how a book should be manufactured (i.e. type of contents and cover papers to be used, method of printing, exact length of book when printed, typefaces and sizes to be used, layout of each page, size of each illustration, and complete details of how type is to be employed and the style of setting the printer is to follow, materials and method of binding, etc.). On the basis of this information it is usual for the publisher to obtain competitive quotations from a few printers who he knows will produce work of the required quality. When a quotation is accepted and a schedule of production agreed the material is placed with the printer (often with penalty clauses for late delivery) and the control of many aspects of production is exercised by the publishers' production staff. This of course requires the employment of highly skilled staff with a knowledge of many subjects. Because these staff members have not always been available to TPOs in LDCs much has often had to be left to the printer with consequent reduction in standards and difficulties in maintaining production schedules.

11. Distribution

It is usually the publisher's function to get his books into the hands of booksellers, or, in government schemes where books are given away free of charge, to the consumers. This section, therefore, deals with the publisher's function in distribution. Chapter VII deals with bookselling.

Even with government TPOs where books have been given away free of charge there have often been considerable problems in distributing the books: these have included assuring that the printer produced the right number of books and delivered them according to the publisher's instructions, and storage at all the various levels from the time the books left the printer till they reached their final destination. Suitable and adequately ventilated, dry and insect- and vermin-proof buildings with strong shelving and adequately equipped with fork-lift trucks and with proper access for delivery vans have seldom been available, nor have the staff qualified to run them. Deterioration, damage and losses to stocks have occurred partly because of unsuitable storage space and partly because of inadequate staffing and accounting systems.

Transport and communication difficulties have made delivery very difficult in many countries. Considerable damage to books has been caused because wrapping materials were not suited to the methods and problems of delivery. Books have had to be carried on porters' heads, by small boats, bicycles, light aircraft, helicopters, as well as by the more conventional methods of train, bus and lorry.

In some countries it has often taken six months, and on occasions very much longer, to get the books from the printers to the consumers in schools. This has made the planning of delivery to coincide with the beginning of the school year very difficult. Usually it has meant that books arrive late at remote schools, or alternatively that extra funds have to be provided to print all the books earlier and problems of storage have been further complicated.

Sometimes the safeguards to assure that the books were actually delivered have not been adequate because of unsystematic accounting, storing and issuing systems. Inaccurate figures for school enrolments have made it difficult for government TPOs to distribute books in the right quantities in free textbooks schemes. Often staff handling these have been doing the work part time and have not been totally committed to it.

What has been needed is good planning, adequate storage, suitably qualified and experienced staff, and efficient management and control of all aspects of the work, and enough funds to see that it was done properly and the authority to use those funds in the best manner possible.

The problems of distribution have almost always been underestimated and insufficiently provided for in government TPOs.

Identifying textbook needs, getting the manuscripts prepared and edited, and then having the books designed, illustrated and manufactured present considerable problems, but in total they are probably no greater than those the private-sector publisher subsequently faces in selling the books.

It appears that private sector TPOs in LDCs do much less to promote their books and sell them than their counterparts in DCs. They often claim that they are unable to find the funds to promote books fully; they often do not provide a promotion budget for each book as publishers in DCs do; or employ representatives to visit colleges and schools and examine needs and try to sell books already published, or even visit booksellers; sometimes they do not even have a catalogue of their own publications. While these conditions

persist it is unlikely that private-sector TPOs will meet much success in selling their books; but of course there are some LDC publishers who behave a good deal more energetically than this in trying to sell their books. One of the major problems facing the private sector TPOs in selling their publications is the shortage of good booksellers in almost all LDCs.

Where government TPOs sell books they are frequently operating in a closed market, not in competition with private sector TPOs, and their problems are therefore usually less.

Some of the ways in which sales of textbooks have been successfully promoted in LDCs include: book exhibitions, book fairs, advance notice of publication and review copies to newspapers and journals and to broadcasting stations, book-launching parties, and the distribution of inspection copies to selected teachers, etc.

12. Professional associations

Publishers' associations are seldom well supported in LDCs. They are of potential importance in assisting the exchange of information, defining problems clearly so that they can be expressed to governments, etc., on a joint basis, establishing codes of ethics, defining training needs and sponsoring training groups (and in some cases in actually carrying out training programmes), dealing with other groups associated with book publishing (e.g. booksellers, authors, book printers, teachers, librarians, government departments). In those countries where they function well they bring considerable benefits to publishers and are instrumental in improving standards generally. Moreover, a publishers' association can be one of the pillars on which a national book development council can be built.

Reasons for failure to establish, or fully support, these organizations seem to be varied. Some publishers are sceptical about the benefits that might be derived, some in provincial areas feel that these organizations are run mainly for the benefit of those in the capital city alone whose problems are different from theirs, others do not want to share their experience and would prefer to work alone.

Lack of effective publishers' associations which are able to give joint voice to the opinions of publishers throughout the country have increased the problems for governments in planning to provide the textbooks needed for the education system.

V. PAPER

The importance is stressed of controlling paper costs so as to achieve the necessary unit cost per book and turnover of current assets (V.1). Review of factors affecting paper costs in world markets (V.2) and in domestic production (V.3, V.4 and V.5), and a discussion of paper quality for textbooks (V.6).

1. General

Paper is a major element in the costs of production of a book. In very large editions produced by some TPOs costs of paper have sometimes exceeded 60 per cent of total costs. Despite the considerable problems representd by printing paper, and the large proportion that it forms of total book manufacturing costs, it appears that the necessary expertise in this field has seldom been provided in either the planning or the operation of government TPOs in the LDCs.

2. Shortages

Worldwide shortages of paper over the last few years have produced scarcity prices which have been further inflated by the inevitable stockpiling and hoarding that shortages bring. Particularly hard-hit under these circumstances have often been the TPOs in LDCs which do not have the capital to carry large stocks. Printers have often been obliged to take whatever printing paper was available regardless almost of quality or cost.

The majority of LDCs do not have their own paper-manufacturing facilities. Of those that do, hardly any are able to meet all their own needs for printing papers. The paper mills in LDCs often have considerable difficulties in obtaining machinery spare parts and raw materials, including wood pulp, soda, ash salt cake, caustic, and sulphur. They often also have problems in obtaining electric power. Thus paper has to be imported from DCs and valuable foreign exchange used.

Enormous capital investment is needed to finance paper production on a scale large enough to be truly economic. Small paper mills usually have comparatively high operating costs and are unable to produce cheap paper. With forecasts of increased consumption of printing paper in LDCs (many of which use at present only very small amounts in relation to the DCs) demands for paper are liable to grow considerably during the next decade and it seems likely that the shortages will continue. There is a need for very large paper-production projects such as those being considered for South East Asian countries.

3. Prices

Large publishers in the DCs often do not have their own printing facilities but they find that they can make large savings in cost by buying their own printing paper (often direct from printing mills) to supply to the various printers they use. This also enables them to have an assured supply of the papers they require for the majority of their books (occasional demands for small quantities of paper that they do not usually use can be met from wholesalers or printers). It is less usual for publishers in LDCs to buy paper direct from the mills. Although no statistics appear to be available, it seems common for TPOs to ask printers to supply the paper that is needed. The printers often buy the paper as and when needed from local wholesalers and do not have very much storage space or capital to invest in stocks. Thus the TPOs

in LDCs often have to pay a very much higher price for their paper than their DC counterparts.

Where large supplies of paper are needed it has potentially benefited TPOs to obtain their own paper rather than getting printers to do so for them. Unfortunately, in government TPOs direct purchasing has sometimes led to corrupt practices which makes governments wary of permitting it. It has been said in one country that the price being paid by the government TPO for paper is (although very large bulk orders are being placed) higher than in the local market for small quantities through wholesalers.

In some LDCs which have their own paper-production industries, locally produced paper is more expensive than imported paper, but to protect the local industry there is either a ban on importing paper of the qualities manufactured in the country or imported paper is taxed so that local paper can compete with it. Thus books are made more expensive than they need be. However, exceptions are sometimes made to this and paper can be imported at lower rates of duty for educational book printing.

4. Providing paper at low cost to book publishers

Paper has been provided sometimes by donor countries and international agencies to LDC governments and publishers to assist in producing the books that were needed. In some countries governments have supplied paper to publishers at low cost, or free of charge, to subsidize textbooks. But often this type of assistance has been provided in a piecemeal, haphazard, or illogical manner. Paper has been donated because there was an excess of it in that particular quality in the donor country - not because it was best suited for the books required, and some books have been printed cheaply but on unnecessarily high quality paper. Some books have been made cheaper but the bulk of needs have remained expensive. Sometimes the paper has been provided in the wrong sheet size and much of it has consequently been wasted. Sometimes the donations have been in sheet form, reels were needed to print by modern machines millions of copies quickly and cheaply. The necessary expertise and wise overall policy in these matters seem to have been lacking.

In some countries government agencies import newsprint in bulk and sell it to newspaper publishers. This can be of benefit if extended to book publishers who lack the capital to buy and import the paper they need, and often have to buy small quantities at high prices.

5. Duty and tax

Unfortunately, and contrary to Unesco recommendations and the Florence Agreement and its Protocol,1 many countries impose import duty and tax on printing paper but not always on imported books. This of course means that local book publishing and printing industries operate at a disadvantage against their foreign competitors and that it is more difficult to develop local books. It may also mean that ephemeral, or even what are considered to be highly undesirable, books can be sold at lower prices than those books which the government considers desirable for its education system. Mature consideration of these matters has led in some countries to the removal of these taxes and duties on printing paper with consequent benefit to the local book-publishing and printing industries.

1. Agreement on the Importation of Educational, Scientific and Cultural Materials (Florence Agreement) (1950) and the Protocol to it (1976).

6. Qualities

The cheapest printing paper available in most countries is newsprint (used for newspapers). This is in some countries made even cheaper than it would normally be by having the import tax on it reduced with the aim of making newspapers cheap. This paper is sometimes used for textbooks. It must remain to some extent a matter of opinion as to whether it is desirable to use newsprint for textbooks. The chief justification, and possibly the only one, has been price. In most other respects it is unsuitable: it tears easily, loses its colour quickly, does not take illustrations--especially photographs--so well, gives a more blurred outline to type, and generally wears much less well than the 'book papers'. In aiming to make a textbook last for a given length of time the selection of the right paper is of major importance. It is doubtful if, given average usage in LDCs, newsprint books can be expected to last more than two years. But conditions vary very much from one country to another and much more research is needed on this subject (see also chapter II: Life of books).

Many other types of paper are available, but for the purposes of textbooks in LDCs the main one used is machine-finished paper, which is suitable for either letter-press or offset-lithographic processes. It is more suitable for bookprinting than newsprint, gives a much better printed appearance and is more durable; its expected life of course varies with its weight and other qualities. It has been extensively used in TPOs in LDCs and its only disadvantage in comparison with newsprint appears to be that it is more expensive.

One major problem with many textbooks produced by TPOs in LDCs is that paper of poor opacity has been used, and in consequence print can be seen from the other side of the page making it difficult to read the books and spoiling their appearance.

VI. MANUFACTURE

Standards in printing and binding textbooks in LDCs vary widely according to capital equipment and skill of local operatives (VI.1, VI.2 and VI.5). Some problems of quality control examined (VI.9, VI.10, VI.11 and VI.12) and also ways of training operatives (VI.4 and VI.14). The allocation of various functions between publisher and printer is described (VI.7, VI.8 and VI.13) and a role for printing trade associations (VI.14) envisaged.

1. General

The problems of manufacturing books in the majority of LDCs are formidable, although not usually so great as those of book publishing. Despite lower labour costs, printers in LDCs frequently charge more to produce books than those in DCs (there are some very notable exceptions to this though). Standards of manufacture are often lower than in DCs even when comparable equipment and materials are used (again, there are very important exceptions to this).

This chapter is not intended to cover comprehensively all the problems of manufacturing books; it deals mainly with printing and binding problems as they affect the book publisher. It does not cover the production of printed educational material other than books.

Many of the problems examined in this chapter have been largely overcome in a few LDCs where adequate capital to establish well-equipped printing plants, expert knowledge, competent management, and good staff-training programmes were available. The role of foreign expertise (especially initially) has often been important in assuring the success of these organizations.

2. Commercial printing--including printing overseas and importing, and printing locally for export

One of the problems facing some TPOs in LDCs has been complete dependence on local printers, many of whom may have had no previous experience of book printing, nor the right equipment for it. Often these printers have previously used only hand-typesetting, and printed only stationery, invoices and receipt forms, etc. and have not had typesetting machines or printing presses large enough to print 16 pages at one time (usually in book printing this is the minimum number printed in a single operation). Moreover they have lacked the necessary folding, collating, and binding equipment for books as well as, and perhaps more importantly, the specialized knowledge of book manufacture.

In some LDCs the local printers have rapidly acquired the necessary equipment and skills to print books, but in others progress has been slower and many TPOs still face problems of low standard and expensive work which takes a long time to produce.

Much of the improvement in printing standards has depended on the book production staff employed by the TPOs; where they have been well-qualified and able they have done much to guide printers and improve the quality of their work. It is often because TPOs have lacked the necessary production staff that the quality of the work has been low.

Publishers in many DCs print their books in other countries, because they find it cheaper and quicker to do so. Many British educational publishers, for instance, print the majority of their books in Hong Kong. Often multinational publishers in LDCs print their books outside the country, and some other TPOs print some of their books abroad too, but the majority print locally.

Sometimes, if a publisher were to print a book locally, the cost and published price would be so high that he would not be able to sell copies. Printing prices are high in some LDCs because of the high costs of the equipment nearly all of which has to be imported from DCs) and materials (sometimes these costs are further and heavily inflated by import duties and taxes), and also because of the lack of competition. Printers' costing systems (or the lack of them) are also responsible for high prices. Although labour costs are usually lower in LDCs than in DCs the shortage of really efficient and skilled operatives in printing sometimes means that very high inducements have to be offered to some workers. Inadequate management and low productivity are also contributory factors to high costs. But as mentioned above, some LDCs have overcome these difficulties and not only meet local needs but also build up export markets.

3. Finance

Generally it appears that finance presents fewer problems to printers than it does to either publishers or booksellers. As everywhere in the world at present, high interest rates affect printers considerably in LDCs. Many manufacturers of printing equipment sell it on an instalment basis or are prepared to lease, but printers usually have to pay promptly and in full for paper. It appears less common for LDC printers to extend credit to book publishers than it is in DCs. Banks are often willing to grant loans to printers on the collateral of equipment and buildings.

4. Staff and training

In many LDCs the best (and in some cases the only) formal printing training has been in government printing offices.

Where printing schools have been established there has been usually a very substantial demand for places and they have been instrumental in considerably improving standards. But some printing schools have had great problems in recruiting staff and obtaining funds to run reasonable programmes.

Although training is often 'on the job' in LDCs few of them operate apprenticeship schemes.

For the highly trained and able printing operative it is usually easy in most LDCs to find well-paid employment, but in some cases it has proved difficult to find posts for graduates of graphic institutes; printers have not always thought highly of the qualifications of these graduates and have not been prepared to employ them at the wages they have sought.

In some countries short courses for experienced printers have proved very successful. There is a great need for more of these.

Foreign expertise has played a very important role in printing schools, and also in printing houses, in management and in training.

In the few LDCs where high emphasis has been placed on standards, and it has been recognized that it is possible to compete both in quality and price with printing in DCs, there have been sensational advancements in recent years. Countries such as Singapore and Hong Kong have demonstrated successfully that it is possible to have flourishing and high-standard printing organizations capable of competing in world markets.

5. Equipment and supplies--selecting, maintaining, taxes and import duties

LDC printers have often been at a considerable disadvantage when ordering equipment and supplies. They have lacked the necessary knowledge of what equipment it would be best to buy, and have found difficulty in getting independent advice, the only source of information frequently being the printing equipment salesmen and agents. Thus many printers have bought equipment which is not suited to their needs which has been an important contributory factor to their problems.

It appears that in some printing organizations unsuitable equipment has sometimes been obtained because agents have paid incentives to purchasing officers.

There have often been considerable delays in delivery of equipment and supplies and problems have arisen from loss and damage. Spare parts have been difficult to obtain, because some agents did not carry adequate stocks (or any stocks at all in some cases) and partly because of import restrictions and regulations and cumbersome bureaucratic procedures which have slowed down supplies.

Printers have often lacked staff with sufficient knowledge of maintenance, although some agents have provided good service in training printers to use and maintain the equipment that they buy. Some agents have themselves provided a repair and maintenance service for the equipment they sell, but others have not. It is common to see printing equipment in LDCs which is not used (and in some cases has never been used) because it was not suitable for the needs or because of the problems of spare parts, maintenance and repair.

Already expensive equipment is made more so, as are some printers' supplies, by taxes and import duties in many LDCs. Modern printing is mainly by offset lithography. This requires more sophisticated supplies than letterpress which often have to be imported, and this has created difficulties especially where foreign exchange has been short.

6. Relationships between printers and publishers

Book publishers in LDCs have not always understood the printers' problems usually because the publishers have not employed staff with the necessary knowledge of book production work. This has not only produced problems for the printer but has also meant that the publisher has been much more dependent on him than he should have been and that books have not been produced so well as they should.

7. Typography and design

The work of typography and design is the function of the publisher. Sometimes because publishers have lacked staff they have left this work to printers (who are almost never equipped to carry it out well), and the books have been poorly produced in consequence.

8. Proof-reading

It is customary for book printers in DCs to employ proof-readers. This means that the first proof the publisher sees has not only been corrected and is therefore largely free of obvious errors but also often has intelligent queries on some points which may have escaped the notice of both the author and editor. This high standard of proof correction is virtually unknown in most LDCs and thus a heavier burden is placed on the publisher. Most LDC

printers do not employ proof-readers, and often any proof-reading that is done is of a low standard, thus the work is slowed down, one more proof at least is usually needed, and the quality of the final work is lower than in DCs.

9. Machining

If the 'make ready' (i.e. the preparation of the machine to assure even printing) has been good, the 'machining' (i.e. the actual printing process) of the book should not be difficult providing there is adequate skilled supervision and the machine is functioning properly and at the right speed. However, much depends on the skill and vigilance of the machine operator and there have been problems of uneven inking and blurred impressions, etc. with many of the books produced for TPOs in LDCs.

10. Folding, collating and binding

In LDCs printers who have not previously printed books frequently start to do so without adequate equipment (especially for folding, collating and binding). Unless the TPO staff are conscious of the need for the right equipment, and of the printers' ability to carry out the work well, there can be little hope of there being the right type of supervision and control to achieve high standards. Thus sheets are often incorrectly folded, collated and bound in the wrong order, and the wrong types of binding material are used (not according to specifications) and the results are books that either cannot be used or which rapidly disintegrate.

11. Storage

Shortages of funds and poor planning, etc., have frequently been the cause of inadequate storage for printing paper in printing organizations in LDCs. Moreover, printed books are often inadequately wrapped, and are stored in unsuitable conditions as regards cleanliness, humidity, safety from vermin and insects, etc. so that, even before delivery to customers, books are in poor condition.

12. Subcontracting

It is common practice almost everywhere in the world for printers to subcontract the work they do. Although this is frequently forbidden in contracts between TPOs and printers it nevertheless still goes on and is one of the reasons why standards of work are low. The chances of it being done are reduced where the textbook publisher employs well-qualified production-control staff.

13. Quality control

Some printers take great pride in their work, are always trying to improve their standards and are able to work in harmony with book publishers in aiming at producing high quality products. But it is almost essential for the book publisher to employ staff who control the quality of the work being done by the printer at every stage, as the majority of printers need this type of supervision.

14. Trade associations

Printing trade associations have been formed in many LDCs, but they often lack the full support of the industry in the form of membership and the payment of subscriptions and are consequently weak and understaffed. They have a very useful role to play in introducing and supervising standards of ethics and codes of conduct, as well as in acting as a platform for printers to air

their problems and to communicate them to governments, etc. and to act as a pressure group to produce change. In addition, they have a potentially useful role to play in training, and in providing printers with information.

VII. BOOKSELLING

Bookshops, often neglected in plans for government provision of textbooks and literacy schemes (VII.1), need enough working capital to finance credit taken by government departments and to carry enough stock while getting sometimes short credit from local publishers (VII.2). Difficulties in securing staff (VII.3) to provide a service and booksellers' unwillingness to promote books themselves (VII.4), described and explained. The contributions of wholesalers (VII.6) and subsidized postal charges on books (VII.8) to lower prices for books. A part for booksellers' associations to play (VII.9).

1. General

The distribution of books to the bookseller, or in the case of government TPOs where books are given away free of charge, to the schools or students, is the publisher's responsibility and is in consequence examined in chapter IV of this paper.

This chapter describes some of the problems that have been encountered in bookselling in LDCs.

It is of some considerable significance that in India, which publishes a larger number of books than any other LDC, the distribution system is considered to be the weakest part of the book industry.

If there are no bookshops then lifelong education becomes difficult, students find difficulty in supplementing the free reading material they obtain in schools, or in buying the textbooks they need if there are no free books, the maintenance of literacy becomes a problem, and adults are deprived of the use and pleasure of books. There is a need for bookshops from which teachers and students will be able to buy books all the year round, not just at the beginning of the school year. Librarians need to have access to bookshops. A community which does not have a bookshop is one deprived of an important cultural, recreational and educational asset.

One of the major problems of free textbook schemes for schools has been that they have cut out and deprived the bookseller of what was in many LDCs his major source of revenue, and one without which he often can scarcely exist by selling other books alone. Even in some of the schemes where books are sold to pupils, the book seller is bypassed. Sometimes books are sold by publishers to teachers (even in places where there are already booksellers) at a discount and the teacher, or school, makes profits by selling to the students.

Too little thought is given in many free textbook schemes to either the importance of the role of the bookseller or how literacy will be maintained when children leave school. A lapse into illiteracy is now a major problem in many LDCs and much of the money spent on education must be regarded as at least partly wasted where it occurs.

It is very difficult to find in almost all LDCs good retail bookshops which carry a wide range of stock and have it well displayed in any form of subject arrangement, and where assistants are trained in book work, can answer customers' questions intelligently and provide a service in obtaining the books they need.

One of the factors inhibiting local publishing is that because of competitive retail prices publishers usually offer a smaller margin of discount to booksellers than DC publishers do, thus the bookseller prefers to sell the more profitable imported books.

Providing sufficient retail outlets to assure that books are available for sale, even in remote areas, presents considerable problems in most LDCs. Mail order is not feasible in most rural places in LDCs as an alternative to shops, as postal services are usually inadequate and it is difficult for people to purchase postal or money orders. Co-operative bookshops, railway bookstalls, sales through post offices, visiting government officials, etc., and other innovative measures have provided partial answers in some LDCs to supplementing the work of proper bookshops.

2. Finance

Booksellers need capital to purchase buildings and to furnish and equip their shops and stock them with books.

It is usually difficult for LDC booksellers to either raise capital on the open market or borrow from banks unless they have collateral for the loans. Banks do not usually recognize stocks of books (which may as far as they know be unsaleable) as sufficient collateral. Thus booksellers in LDCs have problems in financing their work.

It is common for publishers in DCs to give booksellers one month's credit or more. Rapid transport from publishers' warehouses to bookshops can mean that the book is actually sold before the bookseller pays for it. The uncertain financial status of booksellers in LDCs means that local publishers (who often have their own financial problems) will deal with them only on a cash basis. Even when the booksellers get credit terms they may well not receive the book, because of slow transportation, before payment is due. This creates a need for greater capital for bookselling in LDCs than in DCs.

Educational publishers in DCs have big exports. They are often prepared to offer established and reputable bookshops in LDCs considerable periods of credit, sometimes up to six months, as they are aware of the long time that it takes to get the books into bookshops and to sell them. This is potentially of help to LDC booksellers but in some countries banking, financial and import regulations prevent them from taking advantage of these generous terms of credit since they have to pay their banks either the whole sum, or part of it, in advance of delivery of the books, sometimes many months before they can be placed on sale. This creates a further need for capital, and as interest has to be paid on capital it further inflates book prices.

The considerable amount of paper work involved in implementing government regulations often obliges booksellers to pay additional staff to do it, which again further increases the price of books.

Government departments and government-financed organizations are often among the slowest in paying their account. Booksellers have to finance this credit that government extends to itself and seldom feel able to press hard for payment for fear of losing further orders.

It is unfortunately not uncommon to find that some government purchasing officials demand from booksellers commissions for themselves, a further factor which inflates prices.

Solutions to booksellers' import problems have been found in some countries by removing import restrictions and taxes on books, and by allowing booksellers to take full advantage of overseas publishers' credit terms.

Where book funds have been created, or banks have introduced schemes to assist booksellers to meet their loan needs on a medium- or long-term basis at reasonable rates of interest, there has been some alleviation of the general financial problems of booksellers. In addition, local publishers, often

themselves hard-pressed for capital, have nevertheless been able in some LDCs to offer reasonably long credit terms to booksellers.

3. Management and staff

Harsh reports from some LDCs state that bookselling attracts the 'wrong types of people' or 'only those who have failed in other businesses'. Although there are many fine and able booksellers in the LDCs there is little doubt that the majority are ill-equipped for this difficult task. But it is unfair, and largely irrelevant, to make comparisons in this connection, with developed countries where bookselling has grown from completely different traditions. The early booksellers in Europe were often authors, and also sometimes publishers and printers, thus it was considered a suitable profession for scholars. To some extent this scholarly tradition has persisted and many erudite booksellers are still to be found. The development of bookselling in the LDCs has been quite different: it has usually been mainly profit-motivated and traders of other commodities have started to add books to their stocks.

It is much easier to sell almost anything other than books. Each title is a completely new item and the sales of other similar titles are not necessarily any indication at all of how well it will sell. Thus a great deal of experience, knowledge, and discretion is required in selecting stocks for the shop. Booksellers need to study their customers' requirements very carefully and to be able to communicate with them on equal terms in discussing their needs. At the same time the bookseller must have very considerable business acumen and be very well organized to carry out an operation which involves ordering and keeping track of thousands of separate items from hundreds of separate sources around the world, and publicizing and selling them. There are few retail businesses as complicated as bookselling, and few which require more highly educated and skilled staff.

With a shortage of highly skilled manpower in the LDCs it is not surprising that the most able minds are not usually attracted to bookselling, which in any case seldom brings substantial financial rewards. The bookseller in the LDCs is often thousands of miles from his main overseas suppliers, faces very considerable problems in communications and lacks reference material to facilitate his work. Moreover he is often hedged in with numerous government regulations and restrictions controlling his work with which his counterpart in the DCs does not have to contend.

Many of the bookshops in the LDCs are family businesses and the staff are not trained or skilled. Often the bookseller feels unable to pay reasonable rewards to his staff and has to manage with those he can get at the low rates of pay offered.

The growth of bookselling and the development of managerial and other staff skills are largely dependent too on the extent of support which bookselling receives from government sources. Where government and library orders are channelled through retail booksellers they inevitably flourish more and are better able to pay salaries high enough to attract more able staff.

Little attention appears to have been given by LDC governments, or by other bodies, to the great need for training in bookselling. What little has been done, by Unesco and other organizations, has usually proved welcome and useful.

4. Publicity and sales promotion

To a large extent the bookseller in DCs relies on the publisher to provide him with publicity for books and to promote sales. Publishers produce

brochures, leaflets, posters, and sales aids, including display stands, etc., which they supply to booksellers, they also employ representatives to visit educational institutes and schools, etc. to promote the books they publish. These activities are usually operated on a very much reduced scale in LDCs both by local and overseas publishers.

Booksellers in LDCs usually do not either publicize or promote books in other ways to the same extent that they do in DCs. They often lack the necessary knowledge and even when they are knowledgeable about these matters they lack the resources in money and manpower. Few of them produce on a systematic basis book lists and other information for distribution to their customers. Many of them also do not visit libraries or other institutional buyers.

Book development councils, and publishers and booksellers' associations, have been able in some LDCs to play a useful role in assembling information which will be helpful in carrying out publicity campaigns and in building up distribution lists of addresses to which publicity material can be directed. Book fairs, book weeks, etc., have also been successfully organized with the aid of publishers and booksellers.

5. Ordering and obtaining books

There are considerable problems for booksellers, librarians, teachers, and other book users in discovering what books are available and from where. Works of reference, bibliographical tools, are often at hand. Local publishers in some countries do not even produce catalogues of their own publications, often there is no central deposit library, and no compulsory deposit act for all books published, thus the preparation of a national bibliography is difficult. Booksellers often feel that they cannot afford to buy works of reference published overseas which will facilitate their ordering of books, and sometimes they are not even aware that such works are available.

Even when the title, author, publisher, edition and published price of a book are known precisely it is not always easy to obtain. Few booksellers anywhere in the world are prepared to order single copies of books as a service to their customers, as it is uneconomic unless they charge an extra service fee. Some publishers are not themselves prepared to supply single copies to booksellers and refer orders for these to wholesalers. Even when multiple copies are required and ordered it may well prove that the work of reference from which the information is obtained is out of date and the books are no longer in print. With the prevailing high interest rates on loans many publishers now produce far fewer copies in an edition, as if they do not quickly sell the entire edition there is no profit for them. (The days of the edition that will last for three years is rapidly disappearing as it is uneconomic.) Thus the book consumer and the bookseller are faced with considerable problems in obtaining the books they want. Because many of the needs of LDCs for books are met from outside the countries their problems are much greater.

6. Wholesale bookselling

If there is efficient wholesaling of books then widespread retailing becomes much easier. However, worldwide there is little efficient wholesaling of books. The ideal would be a wholesale organization which would be prepared to supply, when required, single copies of all books in print; but such wholesalers are now almost non-existent. With an estimated 800,000 books in print in the English language alone, this is no small wonder. The wholesalers who flourish in the bookselling field are those who carry a very limited range of fast-selling titles. They have an important role to play in providing textbooks and in some LDCs perform this role quite well, although they are

very rarely able to meet more than a small proportion of the total need for educational books.

Inevitably, the retailer's margin of profit is less when he buys from a wholesaler instead of direct from a publisher (and some retailers are reluctant to use wholesalers for this reason), but his overhead expenses are also less as he has far fewer sources of supply and his difficulties in obtaining and paying for books are reduced.

It is often difficult for wholesalers to obtain from publishers the increased discounts that they need to enable them to pass on a reasonable discount to retailers and still make a profit. They also find difficulty in obtaining long-term credit from publishers.

There seem to be no easy answers to this problem. In some countries governments have established wholesale bookselling organizations, some of which have proved useful in improving and increasing the supply of books. Those countries which have commercial wholesaling seem to benefit from it, but in some LDCs the only alternative that the small retailer has to buying direct from a publisher is to buy from another, and usually larger bookshop, which may call itself a wholesaler but in fact does not provide a wholesale discount, and thus the price of the books is inflated for the public.

7. Siting of bookshops

Bookshops need to be situated in places which are easily accessible to their customers. In the case of textbook sellers this means near schools and colleges. Booksellers in LDCs sometimes operate in educational centres at the beginning of the school year and then it is impossible for the rest of the year for the students and teachers to buy any books at all. Because of the seasonal nature of textbook demands many booksellers in LDCs sell other goods after having met the main demand at the beginning of the academic year. It is often difficult for booksellers to obtain suitable premises for their trade as they cannot afford to pay high rents. In some LDCs local government offices have assisted booksellers in obtaining suitable bookshop sites.

8. Postage costs and postal services

Some countries have concessionary postage rates for books and other printed matter, which helps to make books cheaper to buy.

In LDCs the lowest income groups are usually found in the rural areas, and it is often they who have to pay the highest prices for books because of high postal and carriage costs.

In some DCs retail book prices are fixed countrywide and booksellers are expected to meet postal and other carriage charges from their profit margins. But publishers in LDCs are usually not able to fix and control retail book prices and booksellers often charge what they like, so postal charges are an important factor in deciding prices.

A few publishers in LDCs supply books free of postal charges, which means they have to increase published prices to carry this cost. But any increase in published price means an increase in the bookseller's profit, and as publishing is highly competitive in many countries it is not easy for publishers to carry postal costs in this way.

Another solution, and one which Unesco has promoted for years, is for postal authorities to introduce concessionary rates for books. But some countries feel that this would increase the use made of postal services beyond their capacity.

In some countries it is easier to import books by post than by surface freight (because of freedom from customs formalities and delays in clearing shipments through seaports). In consequence, heavy use is made of postal delivery for books imported, although the postal charges are much higher than freight would be. This not only increases book prices but can put a heavy strain on postal services.

9. Booksellers' associations

Booksellers' associations are seldom strong in the LDCs. They appear often to lack the strong support and goodwill of many booksellers, some of whom, although nominally members, do not even pay their subscriptions. Thus many of these associations lack the funds to employ staff and operate effectively. Booksellers are frequently sceptical about the potential value of these associations. Rural and provincial booksellers often feel that the associations are mainly catering for the needs of the booksellers in the capital city which are different from their own.

Many of the considerable problems that booksellers face are not well-known and understood by governments, publishers, librarians and the general public. Booksellers' associations can do much to improve understanding of these difficulties. There is particularly a need in many countries to bridge the gap in understanding that exists between booksellers and publishers: they are dependent on each other's activities, but often do not demonstrate this from their behaviour. Booksellers' associations can introduce and monitor codes of ethics and improve the image of bookselling. They can be particularly useful in controlling retail price maintenance and preventing undercutting. (Undercutting and fierce competition make it often difficult for booksellers to establish businesses which carry extensive stocks and offer a service to customers.) They can compile and make available information of interest to publishers, librarians, etc. They can plan and carry out promotional activities and training programmes. Book development councils need to have strong booksellers' associations to support their work. Often government encouragement and small grants are needed to further the work of booksellers' associations.